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**EDUCATION AND WORKING CANADIANS**

**Report of the Commission of  
Inquiry on Educational Leave  
and Productivity**

June 1979

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**R.J. Adams, Ph.D., Chairman  
P.M. Draper, Member  
Claude Ducharme, Member**



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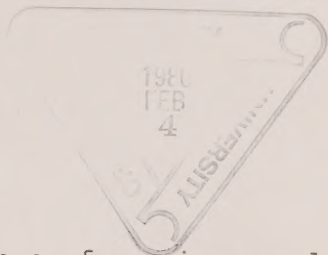
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## INTRODUCTION

Although enterprises have always permitted or directed select employees to take time off from work to participate in specified educational programs, during the past 20 years, educational leave of absence has emerged as a policy issue of international dimensions. In the late 1950's, the International Labour Organization (ILO) which establishes international labour standards, debated a recommendation on vocational training.

The recommendation (#117) which was adopted in 1962, specified that "undertakings not in a position to furnish their trainees with all the theoretical and practical knowledge required for a particular occupation should as necessary ...arrange for the deficiency to be made up in training institutions..." and in addition that employees "should be released for this purpose during working hours without loss of pay."



Three years later the International Labour Conference passed a resolution that a broader instrument on "paid educational leave" should be examined.<sup>1</sup> During the 1960's the staff of the ILO collected information on current practice. The Advisory Committee on Salaried Employees and Professional Workers, the Textiles Committee and the Building, Civil Engineering and Public Works Committee adopted resolutions concerning paid educational leave in 1967, 1968 and 1971 respectively. In 1971, a recommendation was adopted (#143) which called for time off without loss of pay or benefits for workers' representatives to attend trade union meetings, training courses, seminars, congresses and conferences. Finally in 1974 a general recommendation and convention on paid educational leave (PEL) was adopted. The recommendation specified that each member country "should formulate and apply a policy designed to promote, by methods appropriate to national conditions and practice and by stages as necessary, the granting of paid educational leave for the purpose of -

- (a) training at any level;
- (b) general, social and civic education;
- (c) trade union education."

Paid educational leave was defined as "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements."

During this same period, the concept of lifelong learning, permanent education or recurrent education also began to emerge as an issue. In 1964, the United Nations Educational, Scientific and Cultural Organization (UNESCO) adopted resolution 1.261 concerning permanent education for adults. Member states were advised to consider making life-long education of adults an integral part of their education systems. The resolution also suggested that workers "should be granted the leave - paid if possible - necessary for their training within the framework of permanent education."<sup>2</sup> Twelve years later a new UNESCO recommendation on the Development of Adult Education stated that measures should be taken "to promote the granting of educational leave during working time, without loss of remuneration or subject to the payment of compensatory remuneration and payments for the purpose of offsetting the cost of education received and to use any other appropriate aid to facilitate education or updating during working life".<sup>3</sup>

In 1970 the issue was taken up by the Organization for Economic Co-operation and Development (OECD) which sponsored a conference on "Continuing Training and Education

during Working Life". In the 1970's, the OECD, the Council of Europe and other international organizations have sponsored several additional conferences and a good deal of research.<sup>4</sup>

The legal right to a general educational leave of absence from work has been introduced in several countries including France, Germany, Belgium, Sweden.<sup>5</sup> Most European countries have also adopted specific legislation making leave for workers' representatives a standard right.

Lifelong learning has also been a subject of considerable attention in the United States. Various studies and reports have called for the extension of new learning opportunities to adults and a good deal of movement in that direction has occurred.<sup>6</sup> Notable are the development of Empire State College in New York, the University Without Walls in the Midwest, and the "To Educate the People" movement based largely on the University Studies/Weekend College Program of Wayne State University.<sup>7</sup> A number of North American educational schemes incorporate the concept of paid educational leave.

In 1976 the United States enacted legislation to encourage the development of lifelong learning. In the preamble, the U.S. Congress declared that "American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens without regard to



restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background, or economic circumstance."<sup>8</sup> To our knowledge no legislation either at the state or federal level has embedded a right to educational leave although we understand that the issue is being debated in a few states.

There have also been significant developments in Canada. In 1976 the Canadian Labour Congress (CLC) adopted a policy statement similar to the ILO recommendation on PEL and since then several unions have negotiated educational leave clauses including the United Auto Workers, the Steelworkers, the Machinists, the Canadian Union of Public Employees, the International Brotherhood of Electrical Workers, the Brewery Workers and others.<sup>9</sup> White-collar and professional associations have been particularly active in this field. Educational leave has been a major concern of teachers, nurses, university professors and civil servants for some time. Draft legislation on educational leave recently has been introduced in the New Brunswick legislature<sup>10</sup> and, in Quebec, Le Conseil Superieur de l'Education has recommended action by the provincial government.<sup>11</sup> Several Canadian commissions on various aspects of education have recommended action on lifelong learning and educational leave.<sup>12</sup>

Also notable are the developments in the 1970's of Athabasca University in Alberta and the Open Learning Institute of British Columbia which are specifically designed to provide new learning opportunities to adults in isolated areas and to those who cannot readily access existing institutions.

Several forces have contributed to this stream of development. Throughout the industrialized world, opportunities for primary, secondary and post-secondary education have expanded impressively during the twentieth century. However, the educational systems which emerged were largely geared to meet the needs of young people between the ages of six and twenty-two (approximately) who could be expected to devote full time to education. As a result, a growing gap in educational attainment between young people and adults emerged. Moreover, the systems had a "one-shot" character to them. If an individual failed to take full advantage of education while a youth, the opportunity to do so diminished rapidly in adulthood. This development has come to be considered unfair and socially objectionable. If "equal opportunity for education" is to be a meaningful standard, education should be available not only to the young but also to adults. There has also been recognition that knowledge is expanding at an increasing rate with the

result that even a sound basic education is no longer sufficient. Estimates have been made that knowledge depreciates on average at a rate of five percent per year. For those in rapidly developing technological fields, the rate of depreciation is much greater.<sup>13</sup> This situation works against two basic principles of democratic, industrialized countries. First, a knowledgeable electorate is the best guarantee of responsible democracy and second, effective development and deployment of human resources are essential to economic growth.

Workers' representatives play a critical role in social and economic affairs. Collective bargaining is a dominant force in establishing terms and conditions of employment and the negotiation and administration of collective agreements has become increasingly complex. Breakdowns in the process can and frequently do result in considerable public discomfort. Labour representatives are also increasingly expected to monitor social legislation and to participate in various social and economic forums. It has generally become recognized that for labour representation to be effective and responsible, officials of employee organizations must fully understand the issues and the consequences of various alternatives.



It was in this milieu that the Minister of Labour for Canada, on May 31, 1978, appointed a Commission of Inquiry on Educational Leave and Productivity. Specifically, we were asked to accomplish the following by June 30, 1979:

1. To inquire into public awareness, interest in and commitment to leave for educational purposes.
2. To review current practice both in Canada and elsewhere.
3. To receive briefs from concerned persons containing their views on various systems of leave for educational purposes.
4. To make an assessment of the cost-benefits of educational leave and its impact upon productivity and employment.
5. To make such recommendations with respect to public policy or policies that might be adopted by labour and management as may seem appropriate.
6. Any matters incidental or relating to any of the foregoing matters.

To fulfill our mandate we invited briefs from interested parties, held hearings across the country, made a study visit to Europe and undertook several research projects.

After briefly reviewing international developments we constructed a list of the major questions before the Commission:

1. Should opportunities for educational leave be expanded to enable working people to participate in vocational training; general, social and civic education; union education?
2. To whom and for how long should such leaves be available?

3. Should individuals granted educational leave be entitled to financial support and, if so, how should the necessary funds be generated?
4. Should working Canadians have a legal right to take educational leave?
5. What costs, benefits and problems might be expected to result from an expansion of opportunities for educational leave?

In August of 1978, we issued a discussion paper containing these questions and invited commentary from interested parties. As a result, we received 182 written briefs.

The predominant view of the parties who submitted briefs to the Commission was that education and training should be reasonably available to all Canadians. For example, the Employers' Council of British Columbia reflecting the general consensus noted that

"the right to a sound basic education is fundamental within Canadian society"

and further

"it is now accepted that post-secondary education in some form should be available to all who wish it."<sup>14</sup>

Nor was there any significant opposition to educational leave in principle. Representatives from labour, management, and education felt that time off from work for educational purposes could be valuable in specific situations for specific purposes.

The major issue of controversy before the Commission concerned the need for a governmental initiative. Representatives of organized labour as well as many adult educators felt that the current availability of education and training opportunities to working people were inadequate. The Canadian Society for the Study of Education stated that

"there is general agreement that formal educational institutions have not responded to the educational needs of industry, trade unions and adult workers."<sup>15</sup>

L'Institut Canadien d'Education des Adultes further argued that adults

"n'ont pas tous accès d'une façon satisfaisante aux ressources éducatives existantes dans les quatre domaines qui suivent, au niveau des programmes gouvernementaux de formation de la main-d'oeuvre, au niveau de la formation en entreprise, au niveau du réseau d'écoles publiques et aussi dans les organismes d'éducation populaire non-scolaires."<sup>16</sup>

Many parties felt that educational leave would be an appropriate and useful way of addressing the problems.



La Fédération des Travailleurs du Québec argued that "Ainsi, le plus grand obstacle à l'exercice du droit à l'éducation pour les travailleurs canadiens et québécois, c'est la quasi-impossibilité pour eux d'être libérés de leurs activités professionnelles pour des fins de formation et d'éducation."<sup>17</sup>

Many parties felt that a government initiative was essential to assure equity of access to educational opportunities. The Alberta Federation of Labour suggested

"...that it is highly unjust that union members have had to subsidize their own education while other forms of education have been subsidized by the taxpayers. For this reason we ask that the federal government, together with the provincial authorities institute, as soon as possible, a complete system of education for working people together with legislative provision for paid educational leave."<sup>18</sup>

By and large, employer representatives disagreed with this stance. For example, the Canadian Manufacturers' Association expressed the opinion that

"Canada's system of formal education ranks among the most comprehensive in the world. From kindergarten through public, high school and university, education is generally available to all who have the ability to proceed."<sup>19</sup>

There was recognition that some education and training problems do exist. The Canadian Chamber of Commerce noted that

"Those in dead-end jobs tend not to have the same opportunities for further development...

"The unskilled and de-skilled (because of the simplification of their jobs by new technology or processes) usually have less access to further training. Special groups that might be cited are: employees in declining industries, native peoples, and immigrants requiring language training. Those groups need special attention. We suggest that the federal and provincial efforts in these areas be continued, and expanded in the first area. It is our view that these 'moral' questions are properly the concern of government, with secondary support from industry and labour."<sup>20</sup>

In general, employer representatives did not feel that a general right to educational leave would be the appropriate response to the existing problems. Thus, Le Conseil du Patronat du Québec stated that

"Les problèmes qui ont été soulignés en ce qui concerne la productivité, la motivation, le chômage,

l'égalité des chances, sont donc réels, mais le droit au congé-éducation n'est sûrement pas le moyen le plus adéquat pour les corriger."<sup>21</sup>

It was the view of many employer representatives that current spending on education in Canada was inefficient. This quote from the Canadian Manufacturers' Association brief is indicative.

"If there is a problem with our formal education system, it probably rests in the higher stages (university, community college, technical, vocational) where education and training is not always in tune with labour market needs. It appears that we are not getting an adequate return on the money being spent."<sup>22</sup>

Employer representatives generally felt that education was an individual and social responsibility and that industry should not be expected to shoulder the full cost burden of educational leave. The Canadian Manufacturers' Association argued that

"the costs of introducing paid educational leave, or even unpaid leave, in Canada as a legislated right would appear to be very great, with little assurance that the anticipated benefits could be realized."

And further that the

"introduction of educational leave would be especially inappropriate now and for the foreseeable future because the additional costs which it would impose on employers and society, would damage the competitive position of Canadian products in domestic and foreign markets."<sup>23</sup>

Business representatives expressed approval that the Commission had been mandated to investigate the relationship between educational leave and productivity. Le Conseil du Patronat du Québec brief noted

"Sans rejeter la notion même de congé-éducation, le Patronat du Québec estime toutefois qu'on a parfois tendance à parler du congé-éducation dans l'abstrait et à mettre de côté le facteur productivité."<sup>24</sup>

There was, however, considerable skepticism that such a clear relationship between education and productivity could be demonstrated. Employer representatives did generally agree that vocational training was an important contributor to increased productivity. Others feared that social and cultural needs which could not be easily expressed in monetary terms would be lost sight of by the Commission.



The concern is indicated in this quote from the brief to the Commission from the United Auto Workers Union.

"Who can say what losses have been inflicted upon Canadian culture because a talented scientist, painter, sculptor, songwriter, musician or performer has been lost to the mines, mills and factories? Some may make light of this question, but we wonder just what our loss as a nation has been. We contend that working class Canadians possess an abundance of talent and given the opportunity to pursue that talent can make an enormous contribution to Canadian culture and the quality of all our lives."<sup>25</sup>

Employer representatives generally felt that these issues could be most effectively resolved through the collective bargaining process. The Employers' Council of British Columbia stated the employers' case very well.

"The Employers' Council recommends that educational leave programs be instituted through negotiation and not through legislation. The questions raised concerning the responsibility (individual, union, employer, of society generally) for a program of particular focus (basic, occupational or cultural) should be answered through negotiation. Collective bargaining, the preferred method of establishing other conditions

of employment in organized work places, should also be the method of determining the expected benefits and thus the share of cost of educational leave programs."<sup>26</sup>

The contrary view was expressed by the Canadian Union of Public Employees.

"To leave the establishment of PEL entirely up to the collective bargaining process, in the face of... strong resistance to the concept from employers would ensure that very little overall progress will be made in the foreseeable future."<sup>27</sup>

In order to effectively meet future requirements of the country, the Canadian Labour Congress argued that

"we must be prepared with a labour force with general education and skills, ready to participate in formal and informal education activities throughout their life: recurrent education."

and in order to make this possible

"a system of Paid Educational Leave available to all members of the labour force, is necessary."<sup>28</sup>

The issues raised by the parties of interest required us to shift the focus of the Commission to some extent. In order to be responsive to the concerns raised by those

who would be primarily affected by any policy initiative, we felt that our report would have to answer additional questions not explicit in our mandate:

1. Do working people in Canada have serious educational and training needs and if so, is educational leave the appropriate vehicle for addressing those needs?
2. Might educational leave be utilized more effectively than is now the case?
3. Are steps other than an educational leave initiative called for?
4. Would the benefits to be derived from expanding the educational opportunities of working people justify the requisite costs?

We have attempted in this report to be responsive to these questions. Although we did not have the resources to thoroughly investigate the entire field of adult education, we did discover three serious problems. Opportunities for working people to acquire and update general vocational qualifications are far from adequate. There is a serious problem of adult illiteracy; and union representatives are under-educated for their tasks and responsibilities.

Educational leave is certainly not the only way to address the problems of vocational training, adult illiteracy and union education. Nor is it necessarily the best way in every instance. Nevertheless, we concluded that an expansion of educational leave would be an appropriate method for

addressing the problems and in some cases, a necessary method. We also concluded that the greater availability of educational leave would not be sufficient to overcome all of the existing problems and that additional steps are warranted.

We found the question of costs and benefits to be a very difficult one. We interpreted our mandate to mean that we were to assess the advantages and disadvantages of current approaches to educational leave and of any proposals which we might make. Our recommendations are designed to maximize the positive outcomes of educational leave while minimizing the difficulties experienced under existing leave schemes and approaches. We are convinced that the benefits to be derived substantially outweigh the costs.

In Chapter 1 we review the development of educational leave in five European countries. Each of these countries has adopted unique educational leave policies, with varying results. We were particularly interested in determining why these countries found it desirable to take an educational leave initiative, what positive accomplishments had been achieved, what problems had been experienced, and the extent to which the benefits justified the costs.

In Chapter 2 we present our analysis of vocational training, adult illiteracy and union education in Canada.

To review current educational leave practice in Canada, we commissioned a survey which was carried out by the Labour Data Branch of Labour Canada. We also gathered information on a wide range of discrete education and training schemes which make use of educational leave as well as schemes which do not contain an educational leave component but are nevertheless designed to improve the access of working people to educational opportunities. In Chapter 3 we review the findings of the survey, describe several innovative schemes and attempt to illustrate how the concept of educational leave might be put to use more extensively and effectively than is now the case. Finally, we consider the potential ability of educational leave and other alternatives to overcome the many barriers separating working people from educational opportunities.

In the final chapter, we present our recommendations.

#### NOTES

1. The development of the ILO involvement in paid educational leave is discussed in Paid Educational Leave, Report VI (1), Geneva: ILO, 1973. See also "ILO Prepares Educational Leave Convention", The Non-Manual Worker, (August-September, 1971).
2. Paid Educational Leave, ILO, op.cit., p. 1.



3. Canadian Commission for UNESCO, Recommendation on the Development of Adult Education, Ottawa, November, 1976, section VIII, para. 49c.
4. See Centre for Educational Research and Innovation, Developments in Educational Leave of Absence, Paris: OECD, 1976; Carnegie Commission on Higher Education, Recurrent Education: A Strategy for Lifelong Learning, Paris: OECD, 1973; Centre for Educational Research and Innovation, Alternation Between Work and Education - A Study of Educational Leave of Absence at Enterprise Level, Paris: OECD, 1978; Williams, Gareth, Towards Lifelong Education: A New Role for Higher Education Institutions, Paris: UNESCO, 1977; Permanent Education, Strasbourg: Council of Europe, 1970, a compendium of studies; Crummenerl, R. and G. Dermine, Educational Leave, A Key Factor of Permanent Education and Social Advancement, Strasbourg: Council of Europe, 1969; Permanent Education - Final Report, Strasbourg: Council of Europe, 1978.
5. Charnley, A., Paid Educational Leave, St. Albans, England: Hart-Davis Educational, 1975; Von Moltke, Konrad and Norbert Schneevoight, Educational Leaves for Employees: European Experience for American Consideration, San Francisco: Jossey-Bass Publishers, 1977.
6. See for example Work in America, Report of A Special Task Force to the Secretary of Health, Education and Welfare, Cambridge: MIT Press, 1973, Chapter 5; Carnegie Commission on Higher Education, Less Time, More Options, Toronto: McGraw-Hill Company, 1971; Best, Fred and Barry Stein, Lifetime Distribution of Education, Work and Leisure: Research, Speculations and Policy Implications of Changing Life Patterns, Washington, D.C.: Institute for Educational Research at George Washington University, December, 1976; Levine, Herbert A., "Collective Bargaining and Educational Opportunity", Training and Development Journal, no. 31, June, 1977 and "Education - An Emerging Fringe Benefit", American Federationist, no. 77, March, 1970; Mushkin, S. (ed.), Recurrent Education, Papers deriving from the Georgetown University Conference on Recurrent Education, March, 1973, Washington, D.C.: National Institute of Education, n.d.

7. See Milton, Ohmer, Alternatives to the Traditional, San Francisco: Jossey-Bass Publishers, 1976; Feinstein, Otto and Frank Angelo, To Educate the People - An Experimental Model for Urban Higher Education for the Working Adult, Detroit: Center for Urban Studies, Wayne State University, 1977.
8. Public Law 94-482, Part B, Section 131, para. 8, October 12, 1976, 94th United States Congress.
9. See "Paid Educational Leave", Canadian Labour, no. 21, June, 1976; "Paid Leave for Auto Workers", The Labour Gazette, June, 1977; "Paid Educational Leave", Canadian Labour Comment, January 13, 1978.
10. Bill No. 76, Employment Standards Code, 4th Session, 48th Legislature, New Brunswick, 27 Elizabeth II, 1978, para. 60, 61, 62.
11. Elements d'Une Politique d'Education des Adultes dans le Contexte de l'Education Permanente, Rapport au Ministre de l'Education, Québec Cité: Conseil Superieur de l'Education, 1978.
12. See, for example, Commission on Educational Planning, A Choice of Futures, Edmonton, 1972; Post-Secondary Education in Manitoba, Report of the Task Force on Post-Secondary Education in Manitoba, July 30, 1973; Task Force on the Community College, Towards the Learning Community: Working Paper on the Community College in B.C., Victoria, B.C.: Department of Education, March, 1974; Commission on Post-Secondary Education in Ontario, The Learning Society, Toronto, 1972.
13. See Dubin, Samuel S., "The Psychology of Lifelong Education: New Developments in the Professions", International Review of Applied Psychology, vol. 23, no. 1, 1974.
14. "Preliminary Discussion Paper to Commission on Educational Leave and Productivity", November 24, 1978, pp. 1 and 3.
15. Griffith, William S., "Educational Leave and Productivity", a brief presented to the Commission of Inquiry on Educational Leave and Productivity on behalf of the Canadian Society for the Study of Education, March, 1979, p. 6.

16. L'Institut Canadien d'Education des Adultes, "Le Congé-Education Payé: Un moyen de démocratiser d'avantage l'accès à l'éducation pour les classes populaires", memoire déposé devant la Commission Fédérale d'Enquête sur le Congé-Education Payé et la Productivité, le 1er mars, 1979, p. 3.

Translation: "do not all have satisfactory access to existing educational resources in the following fields: government manpower training programs, training in companies, education in the public school system, and education in public non-academic organizations."

17. La Fédération des Travailleurs du Québec, memoire déposé devant la Commission Fédérale d'Enquête sur le Congé-Education Payé et la Productivité, Montréal, le 28 février, 1979, p. 5.

Translation: "The greatest obstacle preventing Canadian and Québécois workers from exercising their right to education is the fact that it is almost impossible for them to get time off from their work to pursue their education."

18. Submission of the Alberta Federation of Labour to the Commission of Inquiry into Educational Leave and Productivity, Edmonton, November, 1978, p. 22.
19. A submission by the Canadian Manufacturers' Association to the Commission of Inquiry on Educational Leave and Productivity, Toronto, February, 1979, p. 9.
20. A submission by the Canadian Chamber of Commerce to the Commission on Educational Leave and Productivity, February, 1979, p. 20.
21. Le Conseil du Patronat du Québec, memoire à la Commission d'Enquête sur le Congé-Education et la Productivité, 30 mars 1979, p. 17.

Translation: "The problems of productivity, motivation, unemployment, and equal opportunity are real ones, but the right to educational leave is certainly not the most effective solution."

22. Op.cit., p. 9.
23. Ibid., p. 38.

24. Op.cit., p. 1.

Translation: "While not opposed to the concept of educational leave, Quebec Management is of the opinion that the subject is often discussed in the abstract, and the issue of productivity sometimes ignored."

25. UAW Brief to the Federal Commission of Inquiry on Educational Leave and Productivity, Toronto, February 23, 1979, p. 12.

26. Op.cit., p. 4.

27. Canadian Union of Public Employees Submission to the Commission of Inquiry on Educational Leave and Productivity, February, 1979, p. 20.

28. Canadian Labour Congress Submission to the Commission of Inquiry on Educational Leave and Productivity, February, 1979, pp. 12-13.

## CHAPTER 1: EDUCATIONAL LEAVE IN FIVE EUROPEAN COUNTRIES

As noted in the introduction, the Commission made a study visit to Europe to determine the reasons for, the structure of, and the experience with educational leave in France, Belgium, West Germany, Sweden and Great Britain. We chose these countries because each one had developed interesting approaches to the question of educational leave. Other countries with equally interesting schemes might also have been included but with limited time and resources, choices had to be made.<sup>1</sup> We believe that the experience of these countries is indicative of the potential and limitations of the concept.



France<sup>2</sup>

The concept of educational leave has been accepted in France for over 20 years.

A law in 1957 provided for 12 days leave per year for workers' representatives. The leave was unpaid but substantial grants were made to unions to underwrite costs. In the latest fiscal year, the government granted approximately FF 4.7 million (Ca. \$1.2 million) to the one-million member CGT-FO with proportional grants to other trade union federations.<sup>3</sup> According to FO officials, these grants allowed them to put 6,000 individuals through a one-week course in the latest year. Expenses plus approximately 60 percent of salary could be covered by the government grant.

In 1961 a law was passed granting unpaid leave of one week per year to young people under 25 years of age to train as youth workers. A court decision in 1965 permitted works councils to pay the expenses and salaries of councillors who go on leave to study subjects relevant to their function.<sup>4</sup>

The 1966 vocational training law made vocational training a national obligation. It also established in principle the right of employees to unpaid educational leave. However,

Article 11 on the right to leave was never implemented by executive order which is required in France. In December, 1968, following the "events of May", a law on the remuneration of vocational trainees was passed which pledged state aid for certain types of vocational training. Thus, by 1968, the principle of paid educational leave for labour education and for vocational training was established in France.

In 1970, the major trade union federations signed a national collective agreement on training and educational leave. With modifications, this agreement became law in 1971. A new national collective agreement in 1976 was followed by legislation in 1978 which modified the 1971 law. This body of law and collective agreements is very complex and cannot be easily compressed. The description which follows indicates only its main aspects.

Employer Responsibility for Vocational Training - Employers in France have a legal responsibility to provide training. In 1971, they were required to spend 0.8 percent of payroll on training. If this amount was not spent, the residual would be paid to the government. The levy was to increase to two percent by 1976 but as of 1979 it had only increased to 1.1 percent.

Employers could dispense with their obligation in several ways.<sup>5</sup>

1. By making payments into training insurance funds. Such funds are a pooling of the payroll levy into an association which then assists member firms to develop training schemes. A training insurance fund may be set up either through multi-employer agreement or through collective bargaining. These funds have expanded substantially as a result of the law but they still receive only a low percentage of training expenditure. Small employers are most likely to pool their funds.

2. By financing training programs for their own staff. There are several types of training which might be written off against the levy:

- a. courses designed to prevent redundancy or to retrain workers who must become redundant.
- b. courses designed to help young people in their first job.
- c. courses designed to provide employees with higher level skills and qualifications.
- d. refresher or further training courses. The largest number of courses conducted under the scheme are of this sort.

Courses must contain periods of both theoretical and practical training. Presumably, ad hoc on-the-job training does not qualify. Firms may also write off operating expenditures, the cost of equipment and trainees' wages while they are attending classroom courses.

3. By making payments of not more than 10 percent of their obligation to approved institutions of continuing education.

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The breakdown of expenditures for 1975 was as follows:<sup>6</sup>

Operating expenditures on internal courses	20 percent
Expenditures on outside training courses	23 percent
Payment of wages to trainees	44 percent
Equipment expenditure	1 percent
Expenditure on transportation and accommodation of trainees	3 percent
Payments to training insurance funds	6 percent
Payments to approved organizations	1 percent
Miscellaneous	2 percent

Employee Right to Leave - The law also provides that employees have the right to initiate leave on their own. Training time for such leave-takers is regarded as time at work and the individual's right to seniority, pension, holidays, etc. is maintained. A returnee must be given the same or an equivalent position to the one he left.

A worker qualifies for leave if he has been in an occupation for two years including six months with one employer. After taking a self-initiated leave, a qualifying period must be served before another leave may be taken. Depending upon the length of the first leave, the delay may last for six months up to eight years.

The individual must give notice of 60 days if the leave is to last more than six months and 30 days for shorter leaves and part-time training. Leave may be taken to follow courses falling within the same categories as those for which employers may write off the levy. Such courses were all of a vocational nature under the 1971 Act. However, the 1978 revision permits leave for courses designed to prepare workers "to take on greater responsibilities in society at large."<sup>7</sup>



Financing - Employers are required to pay the full salary of the employee if the leave is employer-initiated. Under the 1971 law, when the employee initiated the leave, financing was more complicated and much less certain. This was one of the primary reasons for a low utilization rate by individual employees. The new requirements are more generous to self-initiated leave-takers.

In addition to the broad categories of education for which one may take leave, the government also publishes a list of "approved" courses. Another list of courses, many of which overlap with the state list, was drawn up under the 1976 collective agreement. If individuals initiate leave to take any of these specific courses, the employer is obliged to continue salary. Current financial requirements are summarized in Table 1-1.

Until 1978, one year was the maximum length of leave to which an employee was entitled. The revised legislation, however, permits longer leaves. Employees may accumulate the hours of leave to which they are entitled up to a maximum of four years.

Table 1-1: Financial Provisions in French Educational Leave Schemes

		<u>Salary Allowance</u>	<u>Course Expenses</u>
Employee sent on course by employer		Employer continues salary.	Costs paid by employer.
Employee on self-initiated leave to study state-approved courses		<p>Courses up to 500 hours: employer continues salary for 160 hours; from 161st hour, state pays allowance no more than three times minimum wage.</p> <p>Courses lasting more than 500 hours but less than 1,200 hours or one year: employer pays first 500 hours, from 501st hour, state pays allowance no more than three times minimum wage.</p> <p>Courses lasting more than 1,200 hours or one year: employer continues salary for 500 hours, from 501st hour state pays allowance equal to 120 percent of minimum wage.</p>	<p>No employer obligation. When state provides allowance, it also pays for transportation.</p>
Employees on self-initiated leave to study courses covered by national collective agreement		<p>Courses up to 500 hours: employer continues salary for 160 hours.</p> <p>Courses lasting more than 500 hours: employer continues salary for 500 hours.</p>	Employer pays part of course costs in some circumstances.

Source: Centre INFFO, Paris, France, 1979.

Note: There are special provisions for managerial and professional employees, employees who have received a notice of layoff, workers whose employer belongs to a training insurance fund, the unemployed, the self-employed and some others.

Restrictions - Employers may refuse leave if:

1. in establishments with 200 or more workers, more than two percent of employees are already on leave, or
2. in establishments with less than 200 employees, the accumulated amount of leave has exceeded two percent of the total number of hours worked annually by all employees, or
3. the employer believes that operations will be substantially disrupted.

In such cases, priority goes to those whose leave request has previously been postponed and to those with the highest seniority. If more than 0.5 percent but less than two percent of employees are already on leave simultaneously, the employer is relieved of the requirement to provide salary continuation.

Usage - No separate statistics have been kept on the number of people going on leave at their own initiative as opposed to those on leave at the initiative of the employer. However, it is estimated that between 50,000 and 70,000 employees make use of the right annually. This usage rate is well below expectations. Among the suggested reasons for this situation are: employer opposition, the frustration experienced by leave-takers when their new qualifications do

not result in quick promotion, a build-up in work load during the leave, difficulties with co-workers who may be required to assume the work of the leave-taker while he is away, and inadequate compensation.

Special Leaves - A number of "special" leaves have also come into existence during the 1970's. Employees may make use of their leave right to prepare for and take an exam leading to a degree or diploma. Young workers under the age of 20 are allowed 200 hours leave, fully paid, each year. Teaching leave may be taken for up to one year. Employees named to a committee or consultative body dealing with employment and training may take time off to fulfill their responsibilities. People who have been given notice of lay-off or termination may take paid leave up to the date of their separation. The unemployed and the self-employed may receive remuneration from the government if they register for a state-approved course.

Comments - Employers were not initially enthusiastic about the government levy; however, the primary intent of the law to expand vocational training has been met. As of 1969, employers spent an estimated 1.1 percent of payroll on training;<sup>8</sup> by 1978 this had increased to approximately 1.8 percent. Especially notable has been the expansion of training in small firms.

The current view of French employers is that this expansion has been beneficial both to industry and to the nation as a whole. The trade unions concur with this view but they are concerned about the low take-up rate on individually initiated leave. One intent of the 1978 revision is to increase the use of such leave.

According to employer representatives, few serious operating difficulties have been experienced as a result of leave. The stipulation that employers may refuse leave if operations are threatened appears to be working adequately.

#### Belgium<sup>9</sup>

Belgium first introduced a right to educational leave in 1963 as part of a broad package of social legislation. Under this law, employees may take leave to study social, civic and economic issues. The original law in 1963 provided five days per year for young people between the ages of 16 and 26. Revisions in 1973 and 1974 extended this to 10 days per year for people up to the age of 40. The state provides remuneration of BFR 450 (Ca. \$18) per day up to a maximum of BFR 4,500. Courses must be approved by the government. This law has been used primarily by the trade unions to offer



courses on socio-economic legislation and conditions to works councillors and safety representatives. Unions generally pay for travel, tuition, accommodation and make up salary not covered by the government grant. In the last fiscal year, approximately 20,000 employees made use of the right.

Following the passage of the 1963 Act, several unions began to negotiate agreements providing leave for union representatives. In 1971, employer and union federations signed a collective agreement calling for one week of leave each year for trade union representatives, paid by employers. This agreement was an expression of principle to be implemented by bargaining between industrial unions and their employer counterparts. Approximately 60 industry or regional contracts have been signed. Public sector unions are given a yearly subsidy from the government equivalent to approximately two million dollars for union training. Unions in the private sector are soon expected to receive a similar grant. For the training of workers' representatives, it has been estimated that the unions spend the equivalent of three dollars for every government dollar. The government grants are intended to fill this gap to some extent.

In the 1960's and 1970's young Belgian workers who were attending courses during the evening to improve their occupational qualifications began to agitate for compensating time off during the day. Such a principle had been proposed as early as the 1930's by some trade unions and during the 1960's became a policy objective of many unions as well as political parties. The result was the passage of the Law of Credit Hours in 1973.

The law provides that workers who take approved courses at night may claim compensating time off during the day. The typical vocational course offered at night in Belgium lasts for three years and it was these courses that were approved. If a worker enrolled in an approved course claims time off during the day, he is remunerated according to the following formula:

- during first year of studies	25 percent of earnings
- during second year of studies	50 percent of earnings
- during third and succeeding year of studies	100 percent of earnings.

A maximum of BFR 28,000 per month (approximately equal to average earnings in 1973) was also instituted.

Credit hours may be claimed either entirely before exams, one-half before exams and one-half on a weekly or monthly basis or entirely on a weekly/monthly basis. Many collective agreements contain specific arrangements.

The scheme is financed by equal employer and state contributions to a fund. At the onset, employers paid 0.2 percent of payroll into the fund and this amount was matched by the government. The fund was underutilized and the employer contribution was discontinued during 1977 and 1978. It was re-instituted in 1979 at a rate of 0.05 percent of payroll up to a maximum of BFR 31,475 per employee per month (Ca. \$1,250).

When an employee makes use of his right to leave, salary is continued by the employer who is subsequently reimbursed by the state. For example, if an employee earning BFR 8,000 per week were to take a one-week leave during his first year of studies, the employer would pay him BFR 2,000. The BFR 2,000 would then be paid back to the employer from the fund. All of the approved courses (except university level

courses) are offered by public institutions and are free of charge to the student.

The law also permits employees to take leave during the day. However, since the great majority of approved courses are available only at night, few individuals have been able to exercise this option.

The law has been subject to a good deal of criticism. While generally agreeing with the principle of educational leave, employers have been strongly opposed to this specific scheme. They feel that the approved courses are too general and theoretical and do not provide employees with the most appropriate qualifications. Because of union pressure, vocational courses offered by employers were not included in those approved for leave and employers have been seeking to have this changed. Employers also felt that leave should only be available for courses that were strictly vocational. Some of the approved courses provided general liberal arts type education.

Because of their disagreement with the law, some employers have openly discouraged their employees from taking state-approved courses and making use of their educational leave rights.

Since the law did not limit the number of people who could be on leave at any one time, some employers have experienced operating difficulties as a result of many employees requesting time off simultaneously. This problem has not, however, been widespread.

Unions have been very critical of employer opposition. Moreover, they feel that the remuneration is inadequate - both the limit of BFR 28,000 and the partial remuneration during the first two years of study.

Unions also feel that employees should be required to take credit hours just as they are now expected to take vacations and legal holidays. For whatever reasons, the scheme has been underutilized; 33 percent of all of those taking approved courses at night fail to demand their leave rights. Usage did expand rapidly in the first few years before leveling off. (See Table 1-2.)

The primary reason why most courses must be taken at night would appear to be the inflexibility and opposition of the educational establishment. Daytime vocational courses are offered to young full-time students. Those who teach the day courses also teach the night courses which differ somewhat



Table 1-2: Use and Cost of Belgian  
Study Leave Scheme

Year	No. of Firms Claiming Refund	Amount Claimed (BFR 000's)	No. of Workers Affected	Hours Granted (000's)
1972/73	1,150	62,305	3,339	337
1973/74	3,323	583,431	12,565	3,469
1974/75	4,420	649,686	20,400	3,726
1975/76	3,849	670,706	18,419	2,962
1976/77	3,933	650,793	15,699	2,454

Source: Belgian Ministry of Employment and Labour  
(Note: In 1979, one dollar was worth approximately  
BFR 25.)

in content and pedagogy since they are for working adults. Thus, the day courses are not seen as being appropriate for adults. Moreover, a move to day offerings would require an expansion of facilities and teachers and would decrease the remunerative opportunities of day teachers.

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Because of the criticism, employer and union organizations were asked by the government to look at the law and propose changes.

The following changes have been agreed upon by labour and management and are now in the hands of the government.

1. The 40-year old limit should be removed.
2. Employers accept the legitimacy of leave for general education and unions accept the legitimacy of employer-sponsored courses.
3. The amount of leave should be limited to 240 hours per year for vocational training and 180 hours per year for general education.
4. The 25, 50, 100 formula should be abandoned in favour of 100 percent remuneration for the 240/180 hours mentioned in (3) above.
5. More courses should be offered during the day. Courses should be approved by a labour-management committee instead of by the Department of Education.

6. The maximum amount of monthly remuneration should be increased to BFR 52,000 (Ca. \$2,100).

7. A limit should be placed on the number of employees who may be granted leave at one time and employers should be able to postpone leave if operational difficulties are expected.

8. Administrative procedures for remunerating employees should be streamlined.

9. More of the courses at night should be approved for leave. At present, only about 25 percent of those enrolled in night courses qualify for time off.

Comments - Although employers have not been enthusiastic about the development of educational leave, the legitimacy of the concept for general, vocational and trade union training has now been accepted by all concerned.

The credit hours approach is specific to Belgium. It came about because of the individual character of the Belgian educational system and is not generalizable. No studies have been done on the positive social and economic contributions of the Belgium leave schemes. On the other hand, the feared negative effects appear to have been marginal. The number of people taking approved courses has not expanded substantially.

Thus the law has not created a significant incentive for more training. Government officials point out, however, that night enrolments have remained fairly steady while they might have been expected to decline because of demographic developments.

If employer-sponsored training is approved, it will likely have an effect like that in France. An incentive will be provided to employers to sponsor more leave for vocational training since by that means, they will be able to recover their levy payment and indeed receive a subsidy from the state.

#### West Germany<sup>10</sup>

Educational leave became part of the basic program of the German Trade Union Federation in 1963. During the 1960's, many collective agreements containing leave clauses were signed and educational leave became a political issue. In the late 1960's, when the Social Democratic Party came to power, it declared its intention to pass a law providing for educational leave. Employers, however, were strongly opposed to the passage of a federal law primarily because of the expected cost of such a program. Because of this opposition, the federal government

decided against the passage of a general law. However, as part of the Works Constitution Act of 1972, works councillors were granted the right to take leave to attend courses related to their duties.<sup>11</sup>

The representatives have a minimum right to take three weeks of paid leave during their two-year term in office. First-time members may take four weeks leave. An unlimited additional amount of leave may be taken if it can be demonstrated that it is essential to the duties of the councillor. In practice, those councillors who take leave do so only for the minimum amount of time specified in most cases.

Courses for the councillors are generally put on by the trade unions. In practice, most works councillors are trade unionists and the relationship between the councils and the union is close.

There is also special federal legislation for safety representatives and for representatives of handicapped people. Both are legally entitled to paid leave to study subjects essential to their duties.

The largest and most influential union in West Germany is I. G. Metall - the metalworkers' union. In its jurisdiction, Metall estimates that about 25 percent of the councillors make use of their leave right. Some reports have argued that this low usage rate is due to the lack of courses.<sup>12</sup>



Officials of Metall on the other hand claim that it is due in part to the ignorance of councillors of their legal rights and in some cases, to employer discouragement. The union argues that it has the capacity to offer courses to many more participants than it now trains each year.

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When the federal government decided against proceeding with a general law on leave, the initiative passed to the German Länder (provinces) and during the 1970's, five of the eleven provinces passed laws. A summary of the main provisions of these laws is contained in Table 1-3.

In each of the provinces, leave may be taken for "political" or "occupational" education. Provincial educational authorities have the power to decide which courses are appropriate under the law and procedures for making this determination vary from province to province. In some cases, courses themselves are approved, in others the institution offering the courses is approved. A diverse grouping of organizations may offer courses including YMCA's, Boy Scouts, churches, employer associations, youth groups, adult high schools, and trade unions.

The terms "political" and "occupational" education have created a somewhat misleading impression of the purpose and background to these laws. The primary political force leading to the provincial laws has been the trade unions. In addition to works councillors in German companies, there are also union "shop stewards". Shop stewards have the function of interpreting

Table 1-3: West German Provincial Legislation  
Providing Entitlement to Educational Leave<sup>1</sup>

Province	Since	For <sup>2</sup>	Extent
Berlin	1970	Employees up to age 25 <sup>3</sup>	Ten working days per year
Bremen	1975	All employees <sup>4</sup>	Ten working days <sub>5</sub> every two years
Hamburg	1974 <sup>6</sup>	All employees	Ten working days <sub>5</sub> every two years
Hessen	1975	Employees up to age 25	Five working days <sub>5</sub> per year
Lower Saxony	1975	All employees	Ten working days every two years

1. With the employer continuing to pay all remunerations and social benefits.
2. The term "employees" shall include trainees.
3. Until March 31, 1975 only for employees up to age 21.
4. The Bremen Educational Leave Law extends to "persons who because of their economic dependence shall be regarded as quasi-employees", i.e. including housewives and pensioners. As with employees, "in cases of particular hardship", such persons may receive government grants for participating in programs under the Educational Leave Act. Other provinces do not provide for the payment of grants to participants.
5. Under certain circumstances such leave periods may be carried over to the following one-year or two-year periods.
6. Since April 1, 1974.

Source: Gaugler, Eduard, "Taking Stock: Educational Leave in Five Provinces", Report by the Saarland Chamber of Labour to the Government of Saarland, Saarbrücken: Federal Republic of Germany, 1977 (translated from the German).

union policy to members, recruiting new members, watching over the councils and other duties. Approximately 200 collective agreements in Germany covering 2.8 million workers provide for some kind of educational leave.<sup>13</sup> Employers have, however, opposed the extension of such clauses. Therefore unions sought the establishment of a legal right to leave. The political debate leading to various provincial laws resulted in the language of "political" and "occupational" training rather than trade union training because of opposition by employers and conservative political parties.

Although shop stewards are commonplace in Anglophone countries, they are a relatively new phenomenon in Germany and employers have opposed their establishment in the belief that works councillors provided sufficient employee representation.<sup>14</sup>

Many of the courses conducted under the rubric of "political" education are in fact those offered by trade unions for shop stewards. One such course approved by the Hesse government included the following subjects:

- the development and impact of trade unions
- social interests of workers
- the basic law of West Germany
- the law on co-determination
- economic conditions and federal government policy
- industrial workers and sickness
- the law on work safety
- trade union strategies on industrial health and safety.

The unions did not want vocational or occupational training to be included in the laws because they feared that employers would then make use of the legislation for their own purposes. However, at the insistence of the more conservative parties, occupational training was included. Unions have, as a result, boycotted such courses offered under the law.

In Hesse and Berlin, the great majority of approved courses (approximately 90 percent) are for "political" education. In Hamburg, however, a different pattern appears to have emerged despite union opposition, with the majority of courses offered being for vocational training.<sup>15</sup> Such courses would appear to be used primarily by white-collar and professional groups for continuing vocational training.

Usage rates under the provincial laws have been modest varying from about one percent to five percent of those eligible, although, the take-up rate has increased over the years. (See Tables 1-4 and 1-5.) Unions claim that these low rates are due in large part to employer discouragement and to a lack of knowledge of their rights on the part of employees. Employers may refuse or delay leave if they expect to have operational difficulties or if they believe that the course is not in accordance with the law. In Hesse in 1977 there were 107 cases where employers refused leave. In 48 cases, employers claimed operational difficulties; in 31, they believed that the course was not in agreement with the law; in 28 cases, employers

Table 1-4: Usage Rates and Costs of West German  
Provincial Educational Leave Schemes

Province (Year)	Employees on Leave	Percentage of Eligible Employees	Cost to Employers (DM)
Hessen (77)	10,119 <sup>1</sup>	2.3 <sup>1</sup>	2.68 million <sup>1</sup>
Bremen (76)	9,000 (E) <sup>2</sup>	3.0 (E) <sup>2</sup>	n/a
Hamburg (76)	3,550 <sup>2</sup>	0.5 <sup>2</sup>	n/a
Lower Saxony (76)	n/a	1.0 (E) <sup>1</sup>	n/a
Berlin (77)	4,563 <sup>3</sup>	4.8 <sup>3</sup>	1.71 million (E) <sup>3</sup>

(E) - Estimated

Sources:

1. Bildungsurlaub in Hessen, Hessischen Sozialminister, June, 1978.
2. "Erfahrungen bie der Anwendug des Hamburgischen Bildungsurlaubsgesetzes", Berichte und Documente, Hamburg: Staatliche Pressesstelle, November 30, 1977.
3. Report to the House of Representatives regarding Implementation of the Act for the Promotion of Participation in Educational Leave Programs, Government of Berlin, 1978 (translated from the German).



Table 1-5: Educational Leave Usage Rates  
in Berlin and Hesse, 1971 - 1977

Year	No. of Users	Berlin <sup>1</sup> Eligible Employees	Per- cent	No. of Users	Hesse Eligible Employees	Per- cent
1971	1,923	75,300	2.6			
1972	2,360	69,600	3.4			
1973	3,091	61,600	5.0			
1974	4,368	60,000	7.3			
1975	4,277	105,300	4.1	6,407	403,692	1.6
1976	4,946	93,400	5.3	8,322	412,900	2.0
1977	4,563	94,700	4.8	10,119	433,500	2.3

Source: Minister of Labour and Social Affairs, Province of Berlin  
unpublished government documents, and Bildungsurlaub in Hessen, op.cit.

1. From 1971 to 1974 for employees up to age 21, from 1975 for employees up to age 25.

refused leave for reasons not permitted by law such as a belief that the individual would not benefit from the course.

Officials of Metall claimed that members had reported to them several instances where employers had offered employees a payment if they agreed not to take the leave. Employer association officials claimed that such cases were a rarity.

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Unlike the other countries covered in our survey, German unions do not receive government subsidies for labour education. Nevertheless, expenditures on education are impressive. For example, in the latest fiscal year Metall spent DM 32 million (Ca. \$20 million) on education. The union employs 11 full-time staff, 50 full-time teachers and 2,000 part-time teachers. It maintains its own teacher training institution and each full-time teacher is required to complete a one-year course. It estimates that the various leave laws result in a savings to the union of DM 5.6 million a year. Transferring costs to employers was a major objective of the unions in seeking the provincial laws.

The transportation, course costs, and room and board of trainees are typically paid for by the unions. Two basic courses are offered, a one-week introductory course and a two-week advanced course.

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A substantial amount of educational leave exists in Germany as a result of the "apprenticeship" system.<sup>16</sup> Compulsory full-time education in Germany is a requirement up to age 15.

At that time youngsters choose either to continue in full-time studies, to cease education altogether or to enter the "apprenticeship" system. Approximately 60 percent of 15 year olds choose not to continue with full-time education. Of that group about 85 percent (1.3 million students in 1976) enter the "apprenticeship" system which covers about 460 occupations. This system provides for compulsory release from work with pay for eight to twelve hours per week. Many of the occupations also require periods of block release of several weeks or even months. The school curriculum consists of about 60 percent vocational subjects and 40 percent general education. At the end of the training period standard exams are written by all students. The pass rate is 80 to 90 percent. About 35 percent of German firms offer apprenticeship positions. The estimated cost to industry of this scheme is DM seven to ten billion yearly. Apprentices are considered to be primarily students and cannot be laid off. Graduates are awarded qualification certificates and according to federal government officials, few graduates of the apprenticeship system have difficulty in finding and maintaining jobs.

The federal government may assess a levy of 0.25 percent of payroll if insufficient training places are made available.

The law specifies that the government may impose the levy if the total number of places available does not exceed the demand for places by 12.5 percent. The funds generated could then be used to create additional places. Although the number of places available has not exceeded demand by 12.5 percent during the past few years, the government has chosen not to impose the levy since 98 percent of those who seek apprenticeship positions are, in fact, placed.

German employers stand firmly behind this system and the German Employers' Federation has been working hard to expand the number of training places. There is a general consensus in Germany that this system is in large part responsible for the efficiency of German industry and for Germany's incredible economic recovery following World War II.

Comments - Because of the various political compromises, difficulties have occurred within the provincial educational leave laws. The procedures for approving appropriate courses are not strict and, as a result, individuals have been known to go on leave to "study" such subjects as photography and fishing.

All involved parties are concerned that the average employee tends to think of the "right" to educational leave as the right to a new quasi-holiday. Thus, Metall officials now no longer speak of educational leave but rather of the right to time off for labour education.

Employers continue to object to the laws feeling that they are unnecessary and costly. The Employers' Federation has estimated that if all eligible people took advantage of their rights, payroll costs would increase by approximately one percent. Usage, however, has been modest and there is no evidence that would lead one to expect dramatic increases. Nevertheless, the cost of educational leave has been increasing. In Berlin, for example, the labour cost to employers rose from DM 283,000 in 1971 to DM 1,709,761 in 1977. In Hesse in 1977, the cost to employers was DM 2.68 million or an estimated 0.0048 percent of payroll.<sup>17</sup>

Employers have experienced few operating difficulties as a result of leave.

A few problems have arisen because of the specificity of the Works Constitution Act. Under the Act, councillors are only permitted to take leave to study subjects germane to their duties as councillors. Trade union courses, however, often include subjects which are national in scope and ideological in character. Thus, some employers have refused to grant leave for such courses and several cases are now pending in the German courts.

#### Sweden<sup>18</sup>

Adult education and trade union education have been major concerns of trade unions in Sweden for several decades. Before 1940, both the blue-collar and white-collar union



federations had established educational associations to provide general and union courses to adults. Prior to 1970 many local unions had negotiated educational leave arrangements for trade union education and, where no collective agreement existed, leave was often granted by employers on an ad hoc basis. There had also been a considerable amount of employer-union cooperation in the training of safety representatives. However, in 1970 the establishment of a formal and universal right to educational leave became part of the bargaining agenda of the unions.

Because of the increasing complexity of legislation and collective agreements, the knowledge requirements of union representatives had expanded considerably. Moreover, there was growing sentiment that equality of educational opportunity required the expansion of opportunities to adults who had not received benefits of the various educational reforms of the 1950's and 1960's. Although employers accepted the principle of educational leave no national agreement could be reached and thus the unions sought legislation. The result was a series of laws passed during the 1970's.

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Under the Swedish Lessons Act, immigrants may take up to 240 hours of employer-paid leave from work to study the Swedish language as well as civics. This act followed from the recommendations of a commission on the conditions of immigrants which reported in 1972. Immigrants whose first language is Norwegian or Danish are excluded as are those who have a good working knowledge of Swedish. Although immigrants are expected to take leave to study the language, in some circumstances they may be asked to study at night or partially at night. In these cases, the employer must still provide remuneration for the hours of study. Employers are required by law to inform immigrants of their leave rights within 60 days after they begin work.

A major objective of the law is to provide an incentive to immigrants to master Swedish. Between 1973 and 1978, 25,000 people made use of the act and 50,000 immigrants were excluded. The cost to the state of statutory instruction from 1973 to 1977 was SKR 100 million (Ca. \$25 million) and average company expenditure per participant is estimated at SKR 15,000.

The results of the act have been mixed. One report indicated that work accidents have been reduced as a result of the training. On the other hand, a recent survey of 200 course participants who were tested concluded that 50 percent did not know enough Swedish after 240 hours of training to cope with living in Swedish society. Moreover, because of a slack labour market, employers have been reluctant to hire immigrants who will then go off on leave. As an alternative to leave, immigrants may study Swedish full-time for four months at no cost and they may also receive a living allowance. In 1977/78 approximately 10,000 foreign nationals received language training in this way.<sup>19</sup>

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The Shop Stewards Act entitles union representatives to employer-paid leave of absence for training in connection with their duties at the work place. There is no statutory limit on the amount of leave that may be taken but the law does provide that company operations should not be seriously hampered. The law envisions collective agreements to specify the precise terms of leave. Most trade union courses last for one or two weeks but some are as long as three months. Although we were unable to acquire data on the number of shop stewards making use of the act, we were told that the amount of union training has increased substantially. Since the early 1960's, the government has provided the unions with grants to underwrite the costs of union training.

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The 1975 General Educational Leave Act is the most comprehensive approach to educational leave taken by any of the countries we visited. It provides that all employees in both the public and private sectors may take leave to study general, vocational or trade union subjects. The amount of leave is limited only by the length of the course to be taken. In short, employees may take leave for a single day or for several years. The leave may also be broken up into shorter periods of time such as one day per week for several weeks.

To be eligible the beneficiary must have been employed for at least six months or for twelve months during the past two years unless the leave is for trade union training in which case there is no time requirement. The employer may defer the leave for up to six months if enterprise operations would be seriously impaired. With the assent of the union, the deferment may last for up to two years. If employees are put off for two years, they may seek recourse in the courts. For trade union training or for short periods of leave (one week or less), employers may defer the leave for only two weeks or up to one year with the consent of the union.

If there are several simultaneous applications for leave, the law specifies an order of priority. First priority goes to those who seek leave for union training, second priority to those with less than the equivalent of the nine years compulsory education in Sweden and within the second category, to people with inconvenient working hours.

A beneficiary of leave is guaranteed the same or an equivalent position in respect to working conditions and employment terms when he or she returns from leave. Moreover, an employee who breaks off his education, may return to work. The employer is obliged to reinstate the individual within two weeks or, if the leave has lasted more than one year, within one month.

The funding of educational leave is kept separate from the right to take leave.<sup>20</sup> For studying a few hours per week in a "study circle", individuals may apply for grants of SKR 25 per hour (Ca. six dollars) up to a maximum of 90 hours. A short leave of 12 days or less may be funded by day grants of SKR 125 per day (taxable) to compensate for loss of income and SKR 125 per day (non-taxable) to underwrite the costs of travel, board and lodging. For longer periods of study, there are two sources of funds. A limited number of Special Adult Study Assistance grants and loans (12,800 in 1978/79 to be increased to 14,700 in 1979/80) are available to low income earners. To be eligible, the individual must have been working in Sweden for four years, be educationally disadvantaged and have a low income. There are two parts to the assistance, a taxable grant and a loan. The present maximum grant is SKR 2,717 and the loan SKR 800, per month. The loan carries an interest rate of 3.2 percent.

Regular study assistance is more available and also consists of a loan and a grant. The present maximum loan is SKR 1,719 and the grant, which is tax free, SKR 242 per month.

For 1979/80, it is estimated that the cost to the government of these loans and grants will be SKR 56 million (Ca. \$110 million). The administrative cost is estimated at SKR 15.5 million.

Study assistance is financed by means of a levy on the payroll of employers. During 1976 and 1977, the levy was 0.15 percent of payroll. It increased to 0.25 percent of payroll in 1978.

Applications for study assistance are made to regional committees composed of five union representatives and four county councillors. Thus, the unions have effective control (subject to legal requirements) over who gets the grants. At present, unused portions of the fund created by employer contributions revert to general government revenues. The unions have been seeking to have such funds carry over into the following year. However, as the scheme has become more widely known, the amount of unused funds has been decreasing.

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A unique and creative aspect of the Swedish approach is the emphasis on outreach activities. In the early 1970's, the Swedish Trade Union Confederation undertook an experimental



program to personally contact individuals with an inadequate primary education to encourage them to upgrade their education and to assist them to find adequate programs. This activity led to the ordinance concerning government grants toward outreach activities at the work place enacted in 1975 and amended in 1977. Under the ordinance, unions are provided with special grants to train study organizers. These individuals are expected to contact employees personally to provide them with comprehensive information on the educational opportunities and study support available to them. Since the study organizers are also normally shop stewards, they may carry out these functions during regular work hours.

Comments - Employers are generally positive towards educational leave in Sweden. Some difficulties have been experienced as a result of workers taking off a few hours a day for several weeks. There are especially problems with organizing shift work around such a pattern. However, there has been no major effort by Swedish employers against the leave legislation despite the fact that a rather conservative government has been in power for the past several years.

Although we were unable to acquire comprehensive data on the number of leave-takers, we were told that the take-up rate on the study assistance funds available has increased each year.

## Great Britain<sup>21</sup>

Although there is no legislation in Great Britain, with the exception of leave for union representatives considered below, the principle of educational leave is well-established. There are three types of programs which make use of educational leave: day release schemes, block release schemes and sandwich courses of which there are two versions - institutional-based and company-based.

In institutionally-based programs, the individual is primarily a student who spends periods of time in industry. In Canada, this type of scheme would be called co-operative education. In company-based programs, the individual is an employee who is granted a period of leave - in some cases with, and in some cases without pay - to complete the in-school portion of the program. Sandwich course programs vary. The dominant pattern consists of alternating periods, usually of six months, of academic study and practical training. Another pattern requires an initial two years of academic study followed by one year of practical training before a final academic year. A third fairly common scheme calls for an initial year of practical experience, three years of academic study and a final year of practice.

Day release and sandwich schemes have become popular since World War II. In one survey of 199 firms, 80 percent had a policy on educational leave.<sup>22</sup> In 1973, over 740,000 employees

took part in one of these programs.<sup>23</sup> As of 1976/77, 14 per-cent of young people reaching school leaving age entered an industry-based day release program. (See Table 1-6.) Data on the number of such people entering employer-based sandwich courses is not available but certainly there are several additional thousands.

Although impressive by Canadian standards, the British are not satisfied with these figures and in 1978 the government established a working party to investigate methods of increasing the number of places in industry which would provide for further education of young people. Under consideration was the establishment of a legal right to time off for education during regular working hours. The consultative document of the working party rejected (at least temporarily) this approach. Instead, the document called for the voluntary development of more opportunities aided by government grants. However, the government did announce its "aim of extending vocational preparation of all employed young people by the end of the 1980's".<sup>24</sup>

It should be noted that the question of mandatory day release has been under discussion in Britain for several decades. In 1964, the Henniker-Heaton report recommended a substantial expansion of day release.<sup>25</sup> It also suggested that Industrial Training Boards (ITB's) make day release a requirement for firms within their purview.

Table 1-6: Destination of Young People Reaching  
Minimum School-leaving Age in 1976-77  
(England and Wales)

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	<u>Number</u> <u>(000's)</u>	<u>Percent</u>
Reaching Minimum school-leaving age of which:	773	100
1. staying on in school	213	28
2. entering full-time or sandwich further education	109	14
3. entering employment with part- time day further education	109	14
4. on unemployment register, January, 1978	65	8
5. employed, not on part-time day courses	278	36

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Source: "A Better Start in Working Life", A consultative paper presented by the Secretaries of State for Employment, for Education and Science, for Industry, for Scotland and for Wales, London, 1979, Annex A.

Industrial Training Boards are legally established agencies which have the responsibility of assessing training needs in covered industries and for developing plans to insure that the training needs of the industry are met. They may set training standards and assess a levy against firms which fail to meet the standards. From the funds generated by the levy, they may make grants to firms who agree to carry out needed training. In many respects the British ITB system is similar to the French levy system. As in France, the British initiative resulted in a considerable expansion of vocational training. Many Boards did incorporate the recommendation of Henniker-Heaton into their requirements.

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A right to educational leave for trade union officials was legislated as part of the Employment Protection Act of 1975. This right had been sought by the unions since the 1960's. As a result of the expansion of collective bargaining at the level of the firm as well as the growth of social and labour legislation, the requirements on local union officials had increased substantially. Moreover, research indicated that despite considerable efforts, trade unions had been unable to provide adequate training on their own.

Section 57 of the Employment Protection Act permits trade union officials "to take [reasonable paid] time off... during the employee's working hours for the purpose of enabling the employee:

- (a) to carry out those duties which are concerned with industrial relations between his or her employer and any associated employer and their employees; or
- (b) to undergo training in aspects of industrial relations which is:

- (i) relevant to carrying out of those duties; and
- (ii) approved by the Trades Union Congress or by the independent trade union of which he or she is an official."

Section 58 of the Act also permits any trade union member to take unpaid leave to participate in union activity (but not industrial action). Some interpret this part of the Act to include leave for union education but the judiciary may have to decide if this interpretation is valid.

Employers may refuse leave if they believe the request to be "unreasonable". The interpretation of what is or is not "reasonable" is left up to industrial tribunals composed of management, labour and independent appointees.



If there are disputes over interpretation, the Advisory Conciliation and Arbitration Service<sup>26</sup> (ACAS) may provide assistance. The Service, moreover, has published a "code of practice" which, although not legally binding, is admissible before an industrial tribunal. Almost identical provisions exist with reference to safety representatives under the Health and Safety Act of 1974.

Although this new legislation would appear to give unions and union officials a very broad and open-ended right, the unions have seen fit not to pursue the legal route vigorously. Indeed, it is the policy of the Trades Union Congress (TUC) not to take disputes before industrial tribunals. Instead, the unions are attempting to negotiate appropriate and mutually acceptable procedures in each sector. They fear that the tribunals will impose rigid requirements that will become part of common law and thus be difficult to alter in future.

In conjunction with these new laws, the government has made grants to the TUC to support the development of union education. From £ 400,000 in 1976/77, the grant has increased each year. For 1979/80, the amount is to be £ 1,455,000 (Ca. \$3.5 million).<sup>27</sup>

The TUC has used the money to develop and support a program of shop steward training in conjunction with various educational institutions. Basic courses for shop stewards and safety

representatives consist of 10 sessions, one day per week for a total of 60 hours. The fundamental curriculum has been developed by the TUC but the instructors are college and university teachers. Before offering the course, each teacher is given five days of instruction on how to utilize the TUC materials. There are now approximately 240 instructors providing union education and the TUC estimates that it is currently buying 2.4 million hours of instruction from public institutions. The increase in the amount of union training has been dramatic. In the mid-1960's, the TUC was providing training for less than 500 shop stewards (although individual unions were doing their own training in addition). Since 1974/75 the number of places has been increasing at a yearly rate of 30 percent. In 1978/79 over 40,000 training places were purchased, about one-half for safety representatives and one-half for other union officials.

The decision by the TUC to pursue this system of shop stewards training resulted from an internal assessment of union training in the early 1970's. Prior to 1974, most shop stewards training had been done at weekend schools with instruction provided by full-time union officials. The TUC felt that the previous system was both inefficient and costly. The Congress estimates that training provided by the schools is ten times

less expensive and that the education provided by full-time, well-trained teachers is of a much higher quality.

Comments - As with the other countries we visited, employers in Great Britain did not report any substantial negative effects on firm operations as a result of educational leave. The approach by the unions to union training has been reasonable. Moreover, employers have, by practice, given their tacit approval to day release, block release and sandwich courses by developing these approaches to education to a comparatively high degree by Canadian standards, although to a lesser degree than some countries in Continental Europe.

#### Summary and Conclusions

In the countries visited by the Commission, educational leave has been a public issue for two decades or more. The right of workers' representatives to take leave in order to acquire the knowledge necessary to perform their social functions adequately is well established. All of the countries also recognize that for the right to be widely exercised, it is necessary to make provision for adequate compensation. In Great Britain and Sweden, employers are required to continue the salary of union leave-takers. In West Germany, works

councillors are also entitled to employer-paid leave but union shop stewards, who are less well established, do not have a general legal right to leave with pay. Nevertheless, the educational leave laws in five of the provinces are used for this purpose.

Finances in Belgium are generated through a combination of government grants to trade unions, grants to individuals and funds created through collective bargaining. In France, the government makes grants to the major union federations. Government grants are also available to unions in Britain and Sweden to underwrite the non-wage costs of union training.

With the exception of West Germany, leave for workers' representatives did not appear to be a controversial issue. No serious operating difficulties have resulted from such leaves, and the costs have been modest. Employers were generally neutral about the outcome. Some felt that better educated union officials resulted in improved labour-management relations. In West Germany, as we noted, some employers were concerned about the ideological content of union courses.

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The right to leave for vocational training is less well established. It exists firmly in France and Sweden. It also exists in theory in Belgium but in fact is inaccessible because courses are not available during working hours. This situation is likely to change in the near future. In five of the German provinces, employees have the right to vocational training leave of from one to two weeks per year. For the most part, such

leave is used for upgrading and continuing vocational education. To our knowledge no German educational institutions have taken advantage of the laws to reconstruct the delivery of their mainstream programs. Thus, the leave cannot be used to gain access to such programs.

In neither West Germany nor Great Britain do employees have the right to leave of sufficient duration to enter long-term vocational training programs. Nevertheless, in each country, extensive schemes have been developed which combine practical experience with in-class instruction. These schemes are available primarily to young people.

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In none of the five countries is a universal right to paid leave for "general education" well established. It clearly exists in Sweden but the primary purpose of the Swedish legislation is to rectify past inequities by providing special financial and job protection incentives to the under-educated. All Swedish employees may take leave for any legitimate educational purpose. However, funding is primarily available to the disadvantaged.

As a result of the 1978 change in the law, a right to paid leave for non-vocational education now exists in France. Whether or not the right can be effectively exercised will depend upon the courses approved by the government. At the time of the Commission visit, the list of newly-approved courses had not yet been published.



In five of the German provinces, employees have the right to one or two weeks leave per year to study "political" issues. Along with the Belgian credit hours legislation, these German laws were the most controversial encountered by the Commission.

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To prevent abuse and minimize industrial disruption, several restrictions have been placed on the right to educational leave. In general, employees may only take leave for legitimate designated purposes or to access specified courses. If employers expect industrial disruption to result, they may delay the leave in order to make adequate arrangements.

By and large, these restrictions have worked well. Only in the German provincial schemes has abuse been a significant problem. In no case was industrial disruption said to be of serious concern.

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Financing provisions have been varied and no predominant pattern has emerged. In France both government and employers participate in providing income support but the leave-taker usually must pay education and travel costs. Moreover, the amount of income available is insufficient to cover the total income loss of many leave-takers who must make up the difference from



savings, loans or reduced living standards. In Belgium and Sweden financing is insufficient to replace lost income for all except low income earners for whom, it was felt, special inducements were required. The German legislation makes no provision for educational costs. Thus, although the specifics vary considerably, the general practice has been to design schemes which require a financial commitment from all affected parties.

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One outcome of concern has been underutilization or use of leave primarily by those already well-educated. Several reasons have been suggested to explain the low rates of usage. Insufficient financial support, inadequate information, employer opposition to leave, and general disinterest are frequently mentioned. Usage rates, however, have increased over time. There has also been a general trend towards modifying the schemes to bring them in line with the major concerns and demands of unions and employers. Unions have pushed for better compensation, more certain employee rights, and a broad scope of choice which would include general education. Employers have demanded that employer-sponsored training be included. They have also been concerned with bureaucratic rigidities and inefficiencies.

To encourage greater participation of the under-educated, such people are usually provided with the most generous financial compensation as noted above. The Swedes have also initiated an innovative outreach program to encourage greater participation by the disadvantaged. Knowledge of the schemes generally has increased over time.

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Several positive effects have been noted as a result of the various initiatives:

1. The Germans are convinced that the success of their economy is largely attributable to the apprenticeship system which makes major use of leave. The federal law on leave for works councillors also seems to have met with general approval. As a result of their training, councillors are generally perceived to act in a more competent and responsible fashion. There is no consensus on the effects of the provincial laws which permit leave for "political" and "occupational" education.

2. The French legislation has produced a considerable expansion of vocational training and there is a general consensus that this development has made a positive contribution to the social and economic well-being of industry and of the nation as a whole.

3. The Swedish approach has been accepted, if not enthusiastically, by all concerned. It has certainly produced an increase in users especially trade union representatives. Whether it will achieve one of its major objectives - to alter the inequality of educational attainment - is yet to be determined. New studies are now underway to assess the effects of the legislation.

4. In Great Britain, day release, block release and sandwich courses are well established. During their development stage, there was some concern about the quality of graduates as compared to those who achieved degrees and diplomas via standard full-time study. Over time, however, better students have been attracted into the programs and they have improved. Before its recent defeat the British Labour government affirmed its faith in this approach to education by establishing a goal to greatly expand the number of trainees. The union leave program also appears to be working well.

5. The Belgian credit hours scheme was designed primarily to provide compensating time off to employees who studied technical courses at night. Despite its controversial nature, 66 percent of those covered by the legislation do make use of their right. Thus, to some degree, the law has served its purpose. The pending revision should make it more agreeable to all concerned.

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In summary, educational leave is well established in the countries visited by the Commission. It is accepted in principle by all of the parties of interest. The right to educational leave has not caused major disruptions to company operations nor has the cost created onerous and unacceptable burdens on industry. Educational leave policy has been most successful in expanding vocational training thereby improving the vocational competence of the labour force and in providing opportunities to workers' representatives so that they might acquire the knowledge necessary to perform their duties in an informed and responsible manner. It has been least successful to date in overcoming educational inequities.

#### NOTES

1. Indeed, we also had to make choices within countries. Although we did not pursue apprenticeship training in most countries, we paid considerable attention to the German scheme because of its scope and interesting character.
2. Most of the information in this section and in the other country sections was provided to the Commission by relevant authorities during our study visit to Europe. For France, we have also relied upon the following publications: Von Moltke, Konrad and Norbert Schneevoight, Educational Leaves for Employees, San Francisco: Jossey-Bass, 1977; Further Vocational Training in France, Brussels: Commission of the European Communities, 1977; Jain, Hem C.,

"Paid Educational Leave in Europe, Its Implications for Canada", Relations Industrielles, vol. 33, no. 3, 1978, pp. 485-500; Luttringer, Jean-Marie, "The Reform of Training Leave, 1978", Paris: Centre INFFO, 1978 (translated from the French); Charnley, A., Paid Educational Leave, St. Albans, England: Hart-Davis Educational, 1975; Centre for Educational Research and Innovation (CERI), Developments in Educational Leave of Absence, Paris: Organisation for Economic Co-operation & Development (OECD), 1976.

3. There are several trade union federations in France including the General Confederation of Labour (CGT), the General Confederation of Labour - Workers' Force (CGT-FO), the Democratic Confederation of Labour (CFDT), the Confederation of Christian Workers (CFTC) and the Confederation of Technical and Supervisory Workers (CGC).
4. Many European countries have legally established works councillors elected by all employees of a given firm. The duties of the councillors differ from country to country. In France, they are expected to monitor social legislation and to represent the interests of the workers to the employer on many day-to-day employment issues. The right to bargain collectively, however, is vested in the trade unions. There is usually a close relationship between the councils and the trade unions. See Kolvenbach, Walter, Employee Councils in European Companies, The Netherlands: Kluwer, Deventer, 1978.
5. Further Vocational Training in France, op.cit., pp. 11-12.
6. Ibid., p. 13.
7. Luttringer, "The Reform of Training Leave, 1978", op.cit., p. 7.
8. Further Vocational Training in France, op.cit., p. 11.



9. The principal sources for Belgium are Vocational Training in Belgium, Brussels: Commission of the European Communities, 1978; Legave, Catherine, "Credit Hours in Belgium", paper prepared for an international conference on educational leave sponsored by Centre INFFO, Paris, April 4 - 6, 1979 (translated from the French); "Study Leave in Belgium: Towards a Reappraisal", European Industrial Relations Review, November, 1977; Jain, Hem C., "Paid Educational Leave in Europe", op.cit.; Von Moltke and Schneevoight, op.cit.; Dymond, W. R., "The Impact of Recurrent Education on the Labour Market", The Labour Gazette, September 1977; and Bengtsson, Jarl, "Paid Educational Leave - An International Perspective", Learning, vol. 1, no. 4, Spring, 1978; and CERI, Developments in Educational Leave of Absence, op.cit.
10. For Germany the following sources proved useful: Von Moltke and Schneevoight, op.cit.; CERI, Developments in Educational Leave of Absence, op.cit.; Charnley, op.cit.; Vocational Training in the Federal Republic of Germany, Brussels: Commission of the European Communities, 1978; Gaugler, Eduard, Taking Stock: Educational Leave in Five German Provinces, Report by the Saarland Chamber of Labour to the Government of Saarland, Saarbrücken, 1977 (translated from the German); Report by the Federal Republic of Germany to the International Labour Office on the Implementation of Convention No. 140, Bonn, 1979. German authorities also made various unpublished reports available to the Commission.
11. German law provides that establishments should have a works council composed of employees elected by all workers. The duties of the councillors are extensive. By law, they are required to oversee the application of both social legislation and collective agreements. They also have the legal right to co-determine various aspects of personnel policy, including hours of work, wage payment procedures, holiday planning, piece rates, recruitment and selection, job classification, etc. See Kolvenbach, op.cit., pp. 109-144.
12. Von Moltke and Schneevoight, op.cit., p. 100.



13. Luttringer, J. M., "Educational Leave in the Federal Republic of Germany", paper prepared for an international conference on educational leave, sponsored by Centre INFFO, Paris, 1979 (translated from the French).
14. Adams, R. J. and C. H. Rummel, "Workers' Participation in Management in West Germany: Impact on the Worker, the Enterprise and the Trade Union", Industrial Relations Journal, vol. 8, no. 1, Spring, 1977.
15. Von Moltke and Schneevoight, op.cit., pp. 112-113.
16. This section is based largely on the excellent description in Vocational Training in the Federal Republic of Germany, op.cit.
17. Bildungurlaub in Hessen and unpublished reports to the Minister of Labour and Social Affairs, Province of Berlin.
18. The main Swedish sources are: Charnley, op.cit.; Von Moltke and Schneevoight, op.cit.; CERI, Developments in Educational Leave of Absence, op.cit.; Swedish Legislation on the Working Environment, Stockholm, July, 1978; Swedish Laws on Security of Employment, Status of Shop Stewards, Litigation in Labour Disputes, Stockholm: Ministry of Labour, May, 1977; "Adult Education in Sweden", Stockholm: The Swedish Institute, March, 1978; "Starting to Study Again. How Can It Be Done? How Can It Be Financed?", Sundsvall: Centralia Studiestödsnamnden, 1979; "The Views of the Swedish Employers' Confederation (SAF) on Educational Leave", doc. no. 1496, Stockholm: SAF, 1979; Report of the Government of Sweden to the International Labour Office on the Implementation of Convention No. 140, Stockholm, 1978.
19. Data on the Swedish Lessons Act and the General Educational Leave Act were supplied to the Commission by officials of the National Swedish Board of Education (Skolöverstyrelsen) and the Swedish Department of Immigrant Affairs (Statens Invandraverk).
20. Data on financial support are from "Starting to Study Again", op.cit., and from Swedish government officials cited above.

21. Principal British sources include: Perry, P.J.C., The Evolution of British Manpower Policy, London: British Association for Commercial and Industrial Education, 1976; Vocational Training in the United Kingdom, Brussels: Commission of the European Communities, 1976; Training for Skills, Report of the Vital Skills Task Group to the British Manpower Services Commission, London, 1978; Report by the Government of Great Britain and Northern Ireland to the International Labour Office on Convention No. 140, 1979; "Day Release: A Survey of Company Practice", Industrial Relations Review and Report, February, 1977; "A Better Start in Working Life", a consultative paper presented by the Secretaries of State for Employment, for Education and Science, for Industry, for Scotland and Wales, London, 1979; "Time Off for Trade Union Duties and Activities", London: Advisory Conciliation and Arbitration Service, 1978; "The Future Development of Sandwich Courses", Report of a Joint Working Party on Sandwich Courses, London: Confederation of British Industry, 1975; Mellish, Michael, "Time Off for Trade Union Duties and Activities", Department of Employment Gazette, March, 1978.
22. "Day Release: A Survey of Company Practice", op.cit.
23. Perry, op.cit., Table I, p. 26.
24. "A Better Start in Working Life", op.cit., p. 6. Since the publication of the consultative document, the Labour Government has fallen and we do not know the intentions of the new Conservative Government.
25. Perry, op.cit., pp. 155-159.
26. ACAS is a government agency designed to assist labour and management to carry out their industrial relations functions.
27. Data in this section was supplied to the Commission by the Trades Union Congress.

## CHAPTER 2: THE QUESTION OF NEED

The European experience discussed in the previous chapter indicates that educational leave policy may be developed from two quite different perspectives. On the one hand it may be thought of as a labour standard - a benefit to which all working people are entitled such as holidays, maximum hours and minimum wages. The Belgian credit hours scheme seems to have been developed from this perspective. On the other hand, policy may be designed to achieve certain ends such as improved vocational competence or more equitable access to educational opportunities. In most European countries, educational leave is not conceived of as a new labour standard, but rather as a tool or method for achieving identifiable objectives. We have adopted a similar perspective.

During our inquiry, three education and training problems relevant to the status of working people stood out from the rest: vocational training, adult illiteracy and union training. By focussing on these three issues we do not mean to imply that other educational needs are unworthy of concern. Because of the constraints of time and resources, we could not give proper attention to every potential use of educational leave. We are convinced, however, that these three issues are the most deserving of public attention.

### The Vocational Training Problem

#### a. The Consequences of Education and Training

The economic performance of any nation is heavily dependent on the quality and quantity of the vocational skills commanded by its workforce. Numerous studies have concluded that education contributes significantly to economic growth.<sup>1</sup> Economic cost-benefit studies of education have consistently found that the economic returns to individuals and to society justify investments in education.<sup>2</sup> Of all aspects of personnel policy (e.g. wages, job design, recruitment and selection, etc.) training has the largest and most consistent positive effect on productivity.<sup>3</sup> Moreover, the earning power, career prospects, job security, social status, and job satisfaction

of working people are determined to a large degree by the vocational qualifications which they hold. More highly qualified people are less prone to be unemployed; they earn more, have more opportunities for increasing responsibilities and status, and deal with more interesting tasks on a day to day basis.

The relationship between education and employment is illustrated in Table 2-1. Although the present employment prospects of post-secondary graduates are not as good as they once were, they are still substantially better than those of young people who do not attend post-secondary schools. Moreover, the employment outlook for those post-secondary students who take vocationally-oriented programs which impart skills in demand, are superior to those of other post-secondary students. (See Table 2-2.)

The economic value placed by industry on a post-secondary education is also indicated by the relationship between education and income. More highly educated people earn considerably more (on average) than do those less well educated. It has been estimated that the lifetime earnings of men who graduate from university exceed those of men who terminate their formal education at the elementary level by a ratio of about three to one.<sup>4</sup> The education-income relationship is illustrated in Table 2-3.

Table 2-1: Spring Unemployment Rates by Education  
Level: 15 - 24 Year Old Age Group,  
Canada 1974 - 1979

Year	Elementary	Secondary	Some Post- Secondary	Post-secondary		
				Diploma or certi- ficate	Degree	All Education Levels
April 1974	18.1	10.6	8.9	4.4	5.7	10.4
April 1975	26.5	13.1	7.9	6.2	4.8	12.3
April 1976	23.9	14.0	8.3	6.8	4.7	12.8
April 1977	25.0	16.0	12.6	7.9	7.3	15.1
April 1978	27.5	16.7	11.6	9.0	5.8	15.5
April 1979	26.7	15.7	11.0	8.3	7.3	14.9
Average 1974 - 1979	24.6	14.4	10.0	7.1	5.9	13.5

Source: 1974 - 1977: Zsigmond, Z., G. Picot, W. Clark, M. S. Devereaux,  
Out of School - Into the Labour Force, Ottawa: Statistics  
Canada, August, 1978, p. 169.

1978 - 1979: Statistics Canada, The Labour Force, April, 1978 and April,  
1979.



Table 2-2: Unemployment Rates by Selected Disciplines  
for 1975 Ontario University and College  
Graduates in September, 1976

Discipline	CAAT <sup>1</sup> Grads	Bachelors Degrees	Post-Grad Degrees
Technology-applied, natural and physical sciences	3.7		
Technicians, tradesmen, and craftsmen	4.2		
Medical and health disciplines		1.4	0.3
Business and management science		2.2	4.2
Education services	10.2		
Creative and visual arts	12.1		
Humanities, social and behavioural sciences		12.6	
Mathematics, natural and physical sciences		7.1	12.1
Fine arts and languages		15.2	20.8

Source: Out of School - Into the Labour Force, op.cit.,  
pp. 177-178.

1. CAAT is the abbreviation for College of Applied Arts and Technology.

Table 2-3: Male Population 15 Years and Over by  
Age Groups, Level of Schooling and  
1970 Income Groups for Canada (Average Income)

Age	Level of Education		
	Grades 0-8	Grades 12 & 13	University Degree
15 and over	\$ 5,233	\$ 7,007	\$12,682
15 - 19	1,710	1,246	-
20 - 24	3,801	4,407	3,417
25 - 29	5,335	7,409	7,967
30 - 34	6,098	8,714	12,153
35 - 39	6,562	9,731	15,829
40 - 44	6,712	10,251	18,154
45 - 49	6,498	10,169	19,152
50 - 54	6,066	10,235	19,129
55 - 59	5,680	9,665	18,932
60 - 64	5,077	9,038	17,650
65 and over	3,191	5,668	12,235

Source: Statistics Canada, Census of Canada 1971, vol. 3,  
Part 6, Table 9.

b. Acquiring Vocational Skills

Our inquiry suggests that there are serious inadequacies with the system of education and training in Canada. The problems begin in the primary and secondary schools. Most Canadian schools have adopted a philosophy of providing students with a "comprehensive" general education. Some vocational training is provided but as the recent assessment of Canadian education by a group of OECD examiners notes, this type of training is generally considered to be inferior to academic or general education and it has tended to attract inferior students.<sup>5</sup>

As a result of this orientation, Canadian youngsters who graduate from the secondary system are broadly educated but most are not vocationally prepared. In labour market language, the great majority must be considered "unskilled" workers. Canada has chosen to postpone serious vocational education, as the OECD group note, until the student reaches the post-secondary level.<sup>6</sup>

Those who graduate from high school may continue on to community colleges, technical schools or university. The majority of these students acquire skills which are applicable to work careers.

Universities are generally thought to provide general rather than vocational training. In reality, however, much of the education provided in university is vocationally-oriented. Students majoring in subjects such as commerce, engineering, journalism, the medical professions, and social work acquire skills which are directly applicable to employment.

Although there has been a major expansion of post-secondary education in Canada over the past 20 years, the majority of Canadian adults have received no post-secondary education. At any one time, approximately 20 percent of the 18 to 24 year old population participate in the post-secondary system on a full-time basis.<sup>7</sup> As of 1976, about 70 percent of all Canadians over the age of 15 and not attending school full-time had a secondary education or less. However, 36 percent of new labour force entrants in that year had some post-secondary education.<sup>8</sup>

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For the individual in search of vocational training and development opportunities, there are few reasonable alternatives to post-secondary education. Most training in industry is short-term, job specific and available only to a minority of employees.<sup>9</sup>

The principal form of general vocational education provided by employers to Canadian workers is apprenticeship training which leads to skilled trade qualifications. Gaining access to apprenticeship training is very difficult. Less than five percent of 15 to 24 year olds in the labour force were registered apprentices during the fiscal year 1977/78.<sup>10</sup> In 1976, 371,500 young people with a secondary education or less left school; approximately 40,000 individuals secured apprenticeship positions.<sup>11</sup> It is unlikely that many of those who did not enter apprenticeship programs were able to engage in systematic vocational training.

During the past few years it has become more difficult for companies to recruit skilled craftsmen from abroad. As a result, there has been an expansion of apprenticeship training. (See Table 2-4.) This growth, however, does not appear to be sufficient to meet the need or to accommodate the demand for apprenticeship training. Evidence placed before the Commission by experts in the field indicates that reputable apprenticeship programs are in very high demand. In some cases, applicants outnumber the available positions by ratios of 20 or 30 to 1.

Contrary to practice in some other countries, apprentices in Canada are not considered to be students. As a result of seniority clauses sought by some unions and tradition in

Table 2-4: Registered Apprentices: Summary of Statistics  
and Changes, 1973-74 to 1977-78<sup>1</sup>  
Nine Provinces and Territories

	1973-74	1974-75	1975-76	1976-77	1977-78	Percent change 1973-74 to 1977-78
New registrations	24,535	28,625	28,722	27,655	29,000	18.2
Total registrations	76,625	86,011	95,734	101,591	106,500	40.0
Completions	10,123	10,030	12,202	13,578	18,317	80.9
Cancellations	9,107	8,911	9,403	10,514	10,250	12.6
Ratio completions to total registrations	0.13	0.12	0.13	0.13	0.17	-
Ratio cancellations to total registrations	0.12	0.10	0.10	0.10	0.10	-

Source: Statistics Canada 81-238 for 1973-74 to 1976-77. Preliminary data from  
Statistics Canada for 1977-78.

1. Does not include Quebec for which complete data are not available. Incomplete  
early estimates by Statistics Canada indicate that there are approximately  
20,000 apprentices in Quebec and that there were roughly 8,000 new registrations  
during 1977-78.



non-union firms, apprentices are the first people to be laid off. There is also a very high drop-out rate in some apprenticeship programs reportedly due to poor organization and poor government supervision.

Because insufficient apprenticeship training is done in Canada, there is at present a skilled trades shortage which in some cases is preventing the expansion of industry. Among the industries where there are major shortages of skilled craftsmen are the following: aerospace, automotive, cement and concrete, textiles and clothing, electrical, and machinery production.<sup>12</sup> Emerging evidence on the age profile of skilled tradesmen indicates that this problem will become more severe in future. A survey for the federal government by the Robertson-Nickerson firm of 61 companies in Ontario indicated that 87 percent of the present skilled workforce was over the age of 40; only 2.6 percent were under the age of 35 and the number of apprentices in relation to journeymen was 6.4 percent.<sup>13</sup> Since it takes several years to train an apprentice, craftsmen are being replaced at a rate of about 1.8 percent per year. Within 25 years, 87 percent of the full-skilled craftsmen in the Robertson-Nickerson sample will have retired but at the current rate of production, only 45 percent will have been replaced by skilled workers trained in Canada.

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Although a considerable amount of public attention recently has been focussed on the occupations for which one may serve an apprenticeship, there are in addition thousands of "skilled" jobs at all levels which are not encompassed by apprenticeship. Systematic industry-based training and development opportunities leading to vocational competence in these specialities are the exception. The primary training route is via full-time study in post-secondary institutions. Many of those who fill skilled positions, however, have received little or no formal training. As a result, the quality of the work performed is questionable.

By any reasonable definition, supervisory and management jobs must be considered "skilled" positions and the competence of supervision and management is considered by many to be particularly problematic. Managers do not generally begin their careers as managers. One U.S. study indicated that only one manager in twenty started his career in that occupational group. Similar findings have been reported for Canada.<sup>14</sup> As a result, those who move into administrative positions often have insufficient knowledge of one or more aspects of management such as finance, accounting, human relations, production techniques, collective bargaining and marketing.

In the Sector Task Force reports sponsored by the federal Department of Industry, Trade and Commerce, problems with managerial and supervisory training were indicated in textiles

and clothing, commercial printing, construction, food and beverage, footwear and furniture manufacture. Another problem industry is restaurant and food services. One firm which is considered to be a training leader in the industry provides management trainees with a ten-day management development program conducted by company executives. No other organized training is offered to supervisors, managers or other employees.<sup>15</sup> Despite a considerable growth of management programs in Canadian universities, the United States graduates 2.4 times as many students of business from university on a per capita basis as does Canada.<sup>16</sup>

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Some interesting career programs have been developed by occupational, professional and industrial associations. Associations such as the Canadian Institute of Management, the Society of Management Accountants, the Trust Companies Institute, the Institute of Canadian Bankers, the Canadian Institute of Traffic and Transportation, the Purchasing Management Society of Canada, the Life Management Institute, and others offer structure programs of study for employed people which lead to professional or technical designations.<sup>17</sup> Most

of these programs are aimed at people already in the field and, accordingly, before the designation is given, work experience in the field or industry may be required.

In many ways, these programs are similar to apprenticeship schemes. Since they are designed primarily for those already working in the field or industry, they do not, in general, provide a viable option for those seeking training which would qualify them for a new career. With the growth of commerce and business degree programs in universities, some of the above-noted schemes are beginning to lose their vitality and impact. Other things equal, business firms prefer individuals with B. Comm. and/or MBA degrees over those with association qualifications. In some cases, the degrees or combinations of degrees and professional qualifications are required. For example, one must acquire both a university degree and complete a specific series of courses to acquire a Chartered Accountant designation. Given the difficulty of acquiring a university degree entirely on a part-time basis, this development is prejudiced against the working adult who has less than a university education.

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During the past few decades it has become more difficult, rather than easier, for working people to acquire technical qualifications via a combination of practical experience and

in-class instruction. Increasingly, technical and professional skills may only be acquired through long periods of full-time study. It is all but impossible, for example, for a registered nursing assistant to acquire the qualifications of a registered nurse without returning to school full-time. This development should be lamented. Most educators as well as spokesmen for industry feel that the combination of on-the-job experience and in-class instruction is superior to pure academic instruction.<sup>18</sup>

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As a result of the lack of opportunities to acquire the knowledge and skills required to fill higher paid and more responsible positions, many working people find themselves in "dead-end" positions. To young people, in particular, dead-endedness is the source of frustration and job dissatisfaction.

A survey carried out by the federal Department of Employment and Immigration revealed that Canadians were more dissatisfied with their development and promotion opportunities than with any other aspect of their jobs (e.g. supervision, pay, working conditions, etc.). (See Table 2-5.) Seventy-three percent of employed young people between the ages of 16 and 19 "felt that their present job was not a career, but they did in fact want one."<sup>19</sup> This proportion dropped sharply for those over

Table 2-5: The Discrepancy Between Importance of and Satisfaction with Various Aspects of Work

Job Aspect	Age				
	15-19	20-24	25-34	35-44	45-64
Promotional opportunities	0.70	0.73	0.79	0.65	0.66
Non-human resources to do job	0.37	0.46	0.45	0.43	0.40
Financial considerations	0.52	0.50	0.32	0.37	0.35
Challenge and growth	0.48	0.57	0.53	0.36	0.35
Supervisor and supervision	0.32	0.35	0.38	0.37	0.33
Human resources to do job	0.18	0.27	0.26	0.26	0.26
Comfort and convenience of job	0.14	0.04	-0.04	-0.07	0.02
Personal relations on job	0.10	0.12	-0.01	-0.02	-0.03

Source: Burstein, M., N. Tienhaara, P. Hewson and B. Warrander, Canadian Work Values, Ottawa: Information Canada, 1975, p. 48.

These data were secured from a representative sample of 2,000 Canadians in 1974. The questionnaire consisted of 34 statements describing various aspects of work such as "The physical surroundings are pleasant." Respondents were asked to rate "how important" each statement would be to them in choosing an ideal job and "how true" the same statement was in describing their present job. For each statement there was a four-point scale. The data in the table were constructed by subtracting the average "importance" scores from the average "satisfaction" scores. They indicate that Canadians are more dissatisfied with opportunities for promotion than with any other aspect of their work.



20 years of age. However, in the 25 to 34 year old group, "31 percent of those with public school education...were still without a career and wanting one."<sup>20</sup> Only 13 percent of university graduates were in this category. When asked why they might have had or might expect to have difficulties in finding an acceptable job 27 percent of young people under 34 years of age noted their lack of appropriate education and training.<sup>21</sup>

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There are several reasons why employers do not provide more general, long-term training. Canadian education policy fosters the dependence of industry on the post-secondary system. Approximately 85 percent of post-secondary education is paid out of tax revenues. Moreover, because of high youth unemployment, Canadian governments have encouraged young people to stay in school. By and large, employers are not satisfied with the products of the post-secondary system.<sup>22</sup> They feel that the education provided is often too theoretical and impractical. However, it is less expensive to hire college and university graduates and informally train them to the specific requirements of the firm than it is to fully train the vocationally uneducated individual.

Until recently, it has been easier and less expensive to recruit skilled craftsmen from abroad. The Robertson-Nickerson study found that 73 percent of the skilled craftsmen in their survey were born outside of Canada. With improved living conditions abroad, the decline of the Canadian dollar and tighter controls on immigration, foreign recruiting has become more difficult in recent years. However, many firms still find it to be more economical to seek foreign craftsmen than to train their own. As the Robertson-Nickerson Group put it, "There is no economic justification to intensively train by apprenticeship, etc., from little skill to high skill level as long as you can import or poach."<sup>23</sup>

Many employers also fear that general training would provide the trainee with mobile skills. If other employers hired away such people the investment of the training firm would be lost.<sup>24</sup> Small employers often do not have sufficient resources to do substantial training on their own. They could do more if they joined with other similarly situated employers but joint employer approaches to training are the exception rather than the rule in Canada.

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Government has taken little effective action to correct the deficiency of industry-based training. A large and confusing array of government programs does exist. The Canada Manpower Training Program (CMTP) which costs the federal government between \$500 million and \$600 million annually is designed primarily to assist the unemployed to acquire marketable skills and secondarily to subsidize employer-sponsored training.<sup>25</sup> Individuals may receive support for a maximum of only one year even though the most effective degree and diploma programs require two or three years of study. A considerable amount of the financial support for training available to employers emanates not only from CMTP but also from diverse other federal and provincial sources with no central coordination. As a result there is no single agency able to provide comprehensive advice to prospective industrial trainers. Many complaints were expressed to the Commission of excessive red tape in attempting to acquire government funds. We were also told of the development of a thriving consultancy trade whose sole function is to provide advice on how to access government support.

No comprehensive assessment of these schemes has been carried out. However, of the companies in their survey, the Robertson-Nickerson Group found that 92.5 percent knew

about government grants but did not use them. Among the reasons given were:

- "(a) The high administrative cost in dealing with Manpower.
- (b) The inability of the Manpower officers to appreciate the companies' problems.
- (c) They wished to design their own training programs.
- (d) The preference by the company to select their own trainees."<sup>26</sup>

Given these bureaucratic difficulties and the continuance of serious training deficiencies, the piecemeal approach of government support to industrial training cannot be deemed a success.

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While conceding some inadequacies in employer-sponsored and supported training, a typical response of employer representatives appearing before the Commission was that it is the personal responsibility of employees who wish to acquire broad occupational qualifications to return to school full-time or to attend school outside of working hours.

Many adult workers do in fact take these options. In recent years, the number of university students over the age

of 23 has been increasing as more people return to school full time.<sup>27</sup> (See Table 2-6.) Enrolments in continuing education have also expanded substantially during the 1970's. (See Table 2-7.)

However, adults considering such options are confronted by numerous barriers. An adult student who would return to school full time must suffer a substantial drop in income. Post-secondary financial support is geared to the financial needs of young family dependents. The staff of the Commission estimated that an adult man with a working wife, two children and a family income of \$20,000 per annum would suffer a minimum 40 percent to 50 percent drop in family income if he returned to school full time even if he was able to attract the normal amount of current student support.<sup>28</sup> The adult who returns to school full time must also face an uncertain future job market.

Most post-secondary institutions in Canada consider that their primary task is to educate the recent secondary school graduate who is willing to and capable of attending school on a full-time basis. Continuing education is, by and large, thought of as a fringe or auxiliary activity. The largest proportion of resources is devoted to the education of the full-time student. Many programs are available only during

Table 2-6: Percent of Full-time Undergraduate  
University Students Age 23 and Over

Number	Year	
	1972/73	1977/78
All enrolments	277,791	330,387 <sup>1</sup>
23 years of age or older	59,453	82,273
Percent 23 years or older	21.4	24.9

Source: Statistics Canada, Universities: Enrolments and Degrees, Cat. No. 81-204, March, 1979 and Statistics Canada, Fall Enrolment in Universities - 1972-73 and 1973-74, Cat. No. 81-204, October, 1976.

1. There were 78 full-time students who were double-counted, and could not be deleted.



Table 2-7: Summary of Registrations, Number of Students<sup>1</sup>  
and Participation Rates<sup>2</sup> in Continuing Education;  
Canada 1972-73 to 1976-77

	1972-73	1973-74	1974-75	1975-76	1976-77	Percent change 1972-73 to 1976-77
<b>Part-time Credit Courses</b>						
Registrations	864,701	865,981	924,049	999,777	979,776	13.3
Students	584,554	578,491	626,881	666,577	663,640	13.5
Participation rate	42.3	40.8	43.0	45.3	44.7	5.7
<b>Non-credit Courses</b>						
Registrations	966,992	1,075,626	1,269,910	1,511,941	1,550,652	60.4
Students	645,394	730,390	863,826	1,036,407	1,091,438	69.8
Participation rate	46.8	51.5	59.3	70.1	73.4	56.8
<b>Total</b>						
Registrations	1,831,693	1,941,607	2,193,959	2,511,718	2,530,428	38.1
Students	1,229,948	1,308,881	1,490,707	1,702,984	1,755,078	42.7
Participation rate	89.1	92.3	102.3	115.4	118.1	32.5

Source: Statistics Canada 81-225, 81-248, 81-224, 81-253.

1. Estimate
2. The number of participants per 1,000 population 15 years and over and not in full-time attendance at an educational institution.

the day. Although "regular" or "traditional" education is heavily subsidized by government grants, departments of continuing education are often required to be self-supporting.<sup>29</sup> Thus the availability of programs at night is capricious and uneven.

In addition to the unavailability of programs, working people face many additional impediments in accessing educational institutions:<sup>30</sup>

1. Fatigue - Many jobs are physically and/or mentally demanding and make study at night difficult.

2. Costs - Financial aid for part-time university and college students is very limited. Tuition for evening courses often exceeds tuition for similar day courses. Many companies in Canada have tuition refund schemes but these typically are available only for job-related courses. Moreover, manual workers often are not encouraged to make use of such schemes.<sup>31</sup>

3. Family Responsibilities - Many people who attend courses at night must do so against the wishes of their families for them to be at home. This is particularly a problem for women.

4. Lack of Opportunity for Advancement - Many enterprises require degrees and diplomas as minimum or desired requirements for specified positions. However, it is reportedly common for companies to hire newly graduated students into skilled positions and to overlook present employees who acquire advanced qualifications. Evidence presented to the Commission suggests that it is common for employees to have to go elsewhere in order to have their new qualifications recognized.

5. Lack of Information - Expert evidence placed before the Commission indicates that it is typical for working people - unskilled and semi-skilled workers in particular - to have little knowledge of available educational opportunities. Nor do they know where and how to find such information.

6. Failure to Qualify - The basic requirement for entrance to a post-secondary institution is high school completion. However, in recent years, many of these institutions have opened up their doors to "mature" students who do not meet the basic qualifications. Some have also initiated programs to assist those with particular mathematics and language difficulties. This is a welcome development.

On the other hand, opportunities for the less well educated to enter community colleges has become more difficult recently due to competition with those who have already received post-secondary education. University graduates who studied non-vocational subjects in university are seeking entrance to colleges in order to acquire vocational qualifications. Since many colleges are unable to accommodate all applicants, those less well qualified are being turned away in some instances.

7. Bureaucratic Barriers - Students attending courses in the evening often find that administrative offices are closed. Thus it is not possible to acquire information about aspects of the program such as course and registration requirements. Extra-curricular activities are often not accessible to the part-time student. Nor are counselling facilities typically available. To those who have been out of school for some time, re-entering an academic institution can be a frightening experience. Educational institutions, by and large, do little to ease these fears.

8. Time - A university degree program that would take a full-time traditional student three or four years to complete would take the part-time learner about three or four times as long. The contemplation of such a long period of study is obviously not conducive to high participation. A similar long period of study towards the secondary school diploma is confronted by those who dropped out of school early but would like to return.

9. Residency Requirements - Many universities and colleges require a period of full-time, on-campus study as a basic requirement for graduation. In such circumstances, it is impossible for one to complete a degree program entirely on a part-time basis.

10. Curriculum - Several educators have argued to us that adult learners are different, requiring a curriculum and pedagogy which respects and melds with the experience of adults. However, other educators feel that young and adult learners need not be treated differently. It appears to us that adults with a good basic education who have not been out of school for too long react well to traditional curriculum and pedagogy. Adults who have had "bad" school experiences

and those who have been away from formal education for many years appear to be better served by especially designed curriculum and pedagogy.

11. Credit Articulation - Through experience, informal learning, short-term in-service training programs, etc. many adults have acquired knowledge similar to and at the same level as that provided by formal institutions. However, systematic programs designed to provide credit for such learning are underdeveloped in Canada. General educational development tests which provide adults with the opportunity to demonstrate their real level of basic knowledge are useful in this regard.<sup>32</sup> There are also problems with transferring credit from one institution to another. For example, in Ontario, courses taken at community colleges are not generally acceptable for university credit.

As a result of inadequate testing and credit articulation, many adults who have achieved an advanced level of learning are unable to have that learning recognized. Given the use of degrees and diplomas as screening devices by industry, such people are required to restudy subjects which they have already largely mastered thus extending the time necessary for the completion of the program.



12. Distance - It is particularly difficult for people who live beyond commuting distance of educational institutions to access educational opportunities.

13. Inconvenient Hours - For those who are on shift work, or are subject to work overtime, or travel extensively as part of their work, gaining regular access to night school programs is all but impossible.

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Obviously, these problems are more severe for some than for others. Men in white-collar jobs who work regular hours and live in urban areas near clusters of educational institutions have the best part-time educational opportunities. Women, blue-collar workers, those who work irregular hours and those who live in non-urban areas are least likely to be able to advance their education through part-time learning. Some institutions make concerted efforts to have their programs available to working people but they are the exception.

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To recapitulate, Canada is heavily dependent on the post-secondary system for vocational training. This dependence has resulted in the under-development of vocational training in industry. Employers are unhappy with graduates of the educational system but, by and large, do not consider it to be in their interests to fully train unskilled workers when

partially trained people are available. Most Canadian adults have not had the benefit of post-secondary education and are not provided employer-sponsored training and development opportunities because of the dependence of industry on the post-secondary system. Moreover, working Canadians are discriminated against by colleges and universities which consider their main task to be the education of recent high school graduates. This discrimination is not, of course, intentional or premeditated. The traditional mandate of educational institutions has been to educate the young. Post-secondary institutions have become more pervious to working people during the past few decades; however, not enough is being done. De facto discrimination against working people is still the rule rather than the exception.

Although working people are not afforded easy access to post-secondary institutions, a substantial proportion of the taxes paid by them are used to support the post-secondary system.<sup>33</sup> Approximately five percent of federal tax revenues are recycled to the provinces to support the operating costs of the post-secondary system. Working people who terminate their education at the secondary level or before, receive little personal benefit from these expenditures and are precluded from industrial-based training opportunities because of them. Post-secondary education, moreover, benefits children of high-income parents disproportionately. (See Table 2-8.) In addition, those with a good educational

Table 2-8: Distribution of Family Income of Post-Secondary Students by Level of Study, 1968-69

Family Income Group	University Graduate Percent	University Under-Graduate Percent	Community Colleges & CEGEPs Percent	Total Percent
Less than \$2,000	1.4	1.0	0.9	1.0
\$2,000 - 2,999	5.1	4.1	4.3	4.2
3,000 - 3,999	6.7	4.9	6.3	5.2
4,000 - 4,999	4.8	6.2	8.8	6.5
5,000 - 6,999	21.1	20.7	29.7	22.0
7,000 - 9,999	21.7	24.6	27.0	24.8
10,000 and over	39.2	38.5	23.0	36.3
	100.0	100.0	100.0	100.0
Median family income	\$8,502	\$8,600	\$7,003	\$8,349

Source: Reviews of National Policies for Education, Canada, OECD, 1976, p. 49.

background benefit most from available part-time education. A study of Carleton University's part-time student body concluded that "a considerable proportion of them came from advantaged circumstances, are already well educated, have experienced a considerable degree of upward occupational mobility and have the motivational equipment necessary for educational success."<sup>34</sup> This situation appears to be the norm across Canada.

c. Maintaining Occupational Skills

Because of continual changes in technology, legal requirements, and the state of knowledge people in many occupations require continuing education in order to remain effective in their occupations. It has been estimated that engineers and medical doctors who fail to continually update their knowledge lose one-half of their professional competence over a five-year period.<sup>35</sup> While the rate of deterioration is probably less for other professional and skilled people, it is, no doubt, still substantial.

Programs designed to meet this need are many and varied. They are offered by colleges, universities, private consulting firms and by professional associations. Research on the effectiveness of this range and variety of offerings is not extensive.<sup>36</sup> However, there appears to be growing sentiment that continuing professional education is inadequate.

Fragmentary available evidence indicates that considerably less than one-half of those with professional qualifications may engage in systematic professional upgrading.<sup>37</sup> Among the reasons for this situation are insufficient time and money, and the unavailability of courses. Self-employed professionals such as medical doctors must absorb the travel and accommodation costs of attending upgrading courses.<sup>38</sup> Nurses, engineers and other employed professionals may not be able to secure time off with pay for continuing education. The Canadian Registered Nurses Association (and its provincial affiliates), the Professional Institute of the Public Service and the Canadian Teachers' Federation as well as other organizations which represent professional employees have been attempting for several years to establish the right of their members to time off for professional upgrading with only moderate success. In recent years budgetary restraints have reduced the opportunities available to employed professionals and technicians for time off.<sup>39</sup> Although many professional and quasi-professional employees engage in part-time evening and weekend courses, such people are often scattered in diverse localities reducing the feasibility of such a format. At the Toronto Institute of Medical Technology, which offers upgrading programs to medical technicians, ten percent of the students must travel

240 miles or more round trip to courses.<sup>40</sup> To ease this problem, the Institute has developed interesting distance education techniques.

Many professional organizations have a monopoly over the services offered by their members. As a result, they have a responsibility to the public to ensure that the provided services are of the highest quality. Recognizing both the needs of their members as well as their public responsibilities, some professional organizations have recently established mandatory continuing education requirements.<sup>41</sup> Many others have the issue under discussion. In the U.S. several states have passed laws requiring compulsory further education for professionals.

Despite this favourable trend, the progression has not been smooth. For example, the Canadian Medical Association surveyed a random sample of 200 physicians. Seventy-nine percent felt that continuing medical education should be a condition for retaining licensure. Nevertheless, the Canadian Medical Association's Council on Medical Education recommended against mandatory continuing education.<sup>42</sup> A Special Committee on Required Professional Development of the Canadian Institute of Chartered Accountants recommended



compulsory continuing education in 1975.<sup>43</sup> To date, however, the recommendation has not been adopted. One of the major problems with mandatory requirements is the difficulty of defining and measuring professional competence and of designing programs responsive to the diverse needs of specialists. Another problem is the cost and potential reduction in service. For example, there would be considerable costs involved if all employed professionals were to attend a one-week upgrading course each year. The Canadian Medical Association estimates that "Even a minimal requirement of ten hours of course work annually for Canadian physicians would consume approximately 300,000 hours of physician time." Moreover "if only one-third were diverted from services...this would represent a potential loss of approximately a million and a half patient care visits."<sup>44</sup>

Although most attention has been focussed on the professions, the problem of occupational competence is not restricted to professional employees. Many thousands of employees not considered to be professionals command skills which require periodic upgrading if they are not to deteriorate. In industry, firms have a self-interest in keeping the skills of their labour force up to date and much training in industry would appear to be of this sort. However, the discipline of the competitive market is not always adequate. Evidence has

been placed before the Commission of companies utilizing technology which is as much as 20 years out of date.<sup>45</sup>

Presumably, this situation is at least partially attributable to a lack of knowledge about more modern techniques. In our survey of company training policies, we note that the majority of companies have no training scheme. Moreover, the length of training (seven days or less per employee receiving training) in the majority of firms which provide such opportunities, is so short that its adequacy is doubtful.

#### The Problem of Illiteracy

It is generally considered that for a citizen to effectively exercise his democratic rights and duties and to be a productive member of society, the equivalent of nine years of basic education is a necessity. In recognition of this requirement primary and secondary education in Canada is free and mandatory up to the age of 16. In the period after World War II, the education sector expanded rapidly due to the increase in births during the 1940's and 1950's. Enrolments in primary and secondary schools are now subsiding giving rise to problems of teacher redundancy and under-utilized physical resources.

Despite free and generally available access, there are an estimated one million Canadians who cannot read or write. Another four million are said to be functionally illiterate - that is, they cannot read, write and do mathematics at a level necessary to function adequately in society.<sup>46</sup>

Illiterates are highly represented on unemployment and welfare roles thus adding to social costs. Because they lack skills and have such little hope of finding employment, their rate of participation in the labour force is well below that of groups with more education. (See Table 2-9.) They are disproportionately represented among the poor of the nation. Data collected for the 1971 Census revealed that 60.2 percent of all adults who had less than a Grade Five education earned no income, 30.6 percent earned less than \$6,000 and only 15,970 or 1.65 percent earned more than \$10,000 in 1970.<sup>47</sup> Men with less than a Grade Eight education earned an average of \$5,233 in contrast to male university graduates who earned \$12,686 in 1970.<sup>48</sup>

Because they cannot read and write at acceptable levels, illiterates may be more accident prone thus increasing the cost of health care and Workmen's Compensation.<sup>49</sup> Moreover, as one expert notes, a Grade Eight education or less "effectively bars an adult from many occupations, from employment in many companies, and from participation in most forms of vocational training."<sup>50</sup>

Table 2-9: Labour Force Participation Rates and  
Unemployment Rates by Level of Education,  
All Ages, April, 1979

Education	Participation Rate (percent)	Unemployment Rate (percent)
0 - Grade 8	44.3	11.5
High school	65.0	9.6
Some post-secondary	66.5	7.2
Post-secondary certificate or diploma	73.2	4.8
University degree	82.1	3.6
All levels	62.1	8.6

Source: Statistics Canada, The Labour Force, May, 1979.

Adults with less than a Grade Eight education are highly represented in fishing, forestry, mining, farming, machinery and fabricating, processing, construction trades, transportation equipment operation, materials handling, and services. In each of those industries they make up more than 35 percent of the labour force.<sup>51</sup>

Over 50 percent of Native Indians and Inuit have not completed Grade Eight. There is also a strong association between language facility and low education. Of those Canadians who speak only French, 54.9 percent have not completed Grade Eight; of those who speak neither French nor English, 88.9 percent have less than a Grade Eight education and 46.6 percent have not advanced beyond Grade Four.<sup>52</sup>

Table 2-10 indicates the level of schooling achieved by adults in 1976. Almost 30 percent of all Canadians over the age of 15 had completed no more than Grade Eight. Nearly 50 percent had gone no further than Grade Ten and six out of ten had not finished secondary school.

The major provider of opportunities for adult basic education is the federal Department of Employment and Immigration. Within the framework of the Canada Manpower Training Program there are three sub-programs designed for the under-educated:

Table 2-10: Population Age 15 and Over Not Attending  
School Full-time By Level of Schooling  
in 1976

	Number	Percent <sup>1</sup> of Total	Cumulative Percent of Total
Less than Grade 5	856,060	5.6	5.6
Grades 5 - 8	3,520,595	22.9	28.4
Grades 9 - 10	2,935,195	19.1	47.5
Grades 11 - 13			
without certificate	1,909,740	12.4	59.9
with certificate	1,695,870	11.0	70.9
Some post-secondary	1,708,670	11.1	82.0
Post-secondary certi- ficate or diploma	1,818,375	11.8	93.8
University degree	957,520	6.2	100.0
Total	15,402,025	100.1	100.0

Source: 1976 Census, Table 30. Based on sample data.

1. Percentages may not add to totals because of rounding.



Basic Training for Skills Development (BTSD) is designed to upgrade skills in mathematics, science and communication to the level required for entry into skill training.

Basic Job Readiness Training (BJRT) is employment-oriented training which may include elements of life skills, work experience, job orientation and academic upgrading.

Work Adjustment Training (WAT) is provided to adults faced with difficulties in obtaining and maintaining employment.

These programs are available almost exclusively to unemployed adults. The requirements of the Canada Manpower Training Program do not permit trainees to attend school for more than one year although under-educated adults often require a longer period of basic education to move effectively into skills training or productive employment. In order to avoid infringing upon provincial jurisdiction, the federal government makes no attempt to coordinate this training with diploma granting agencies. With the widespread use of diplomas and certificates as employment and training screening devices, this policy is unfortunate. In recent years, the Department of Employment and Immigration has shifted its emphasis away from the under-educated to those who may more readily

and quickly benefit from training.<sup>53</sup> As a result, enrolment in these programs has been reduced. (See Table 2-11.)

Many private organizations such as The Movement for Canadian Literacy, Literacy Volunteers of America Incorporated, National Affiliation for Literacy Advance, and Frontier College offer literacy education to adults. Frontier College's program of "taking education to the worker" in logging camps, mining towns and construction projects has won wide notice and acclaim. However, the resources of these organizations are very limited.<sup>54</sup>

Few ambitious attempts have been made by school systems to address the problems of the under-educated adult. As Dickinson says "on any scale of national or provincial priorities, adult illiteracy does not even appear on the list."<sup>55</sup> In the school systems, curricula, pedagogy and teacher training are all geared to the needs of children. Courses which are available in the evening or through correspondence are generally identical to the day curricula although adult educators are convinced that special curricula and pedagogy are required when working with under-educated ~~older~~ adults. All of the barriers noted in the section on vocational education exist with regard to such people. In short, adult illiteracy in Canada is a serious social and economic problem which is being largely ignored.

Table 2-11: Number of Trainees in BTSD,  
BJRT and WAT Programs  
1972 - 1978

Year	Trainees
1972-73	55,671
1973-74	52,684
1974-75	47,791
1975-76	45,889
1976-77	44,910
1977-78	43,960

Source: Canada Manpower Training Program, Annual Statistical Bulletin 1977-78, Table 2.7, p. 36.

### Trade Union Training

Canadian laws provide certified trade unions with a legal requirement to represent all employees in a designated "bargaining unit". The employer is precluded from negotiating either with individual employees or with non-certified associations or unions on behalf of bargaining unit employees. Trade union representatives therefore have serious responsibilities. Members depend on representatives to negotiate contracts which establish terms and conditions of employment, to police the contracts to ensure that management complies with the provisions and to process grievances through a procedure which at its peak is similar to a legal proceeding. To responsibly carry out their functions, union representatives might be expected to know and understand not only the provisions of the collective agreement but also a wide range of labour and social legislation (e.g. safety and health laws, Workmen's Compensation, human rights law, etc.). Since their behaviour at the bargaining table might have a large positive or negative effect not only on the welfare of their own members but also on the public at large, they might be expected to understand the impact of their actions on the economic prospects of the employer and on the operation of the socio-economic and political systems as well as the impact of those systems on terms and conditions of employment.

Few union representatives match up to these high standards. Although university and college labour programs have recently expanded, their availability is still very limited.<sup>56</sup>

The most comprehensive study of union education in Canada was conducted by Dickinson and Verner in the early 1970's.<sup>57</sup> They found that the Canadian Labour Congress (CLC) and local labour councils were most active in providing education to local union members. Leadership in the field of union education came primarily from the CLC which, at that time, devoted approximately ten percent of its budget to labour education. Of the labour councils surveyed, 75 percent had an individual or committee concerned with union education. National and international unions were less committed to union education. Only 18 percent of those affiliated to the CLC had an education department. Large industrial unions were most likely to be seriously committed to union education while craft unions appeared to have little involvement. Most union education concerned shop steward training, collective bargaining, union administration, grievance processing, and labour and social legislation. Although some sessions lasted from one to four weeks, most were short term with an average length of about 12 hours. Instructors were generally drawn from full-time union officials and others associated with the labour movement. The majority of training took place at night and on weekends.<sup>58</sup> (See Table 2-12.)

Table 2-12: Distribution of Hours of  
Union Instruction in 1971

Training conducted during:	Number of Instructional Hours	Percent
Working hours	1,316	32.5
Weekday evenings	495	12.2
Weekends	2,236	55.3
TOTAL	4,047	100.0

Source: Verner, Coolie and Gary Dickinson, Union Education in Canada, Ottawa: Labour Canada, 1974. Derived from Table 10.3, p. 129.



Holding sessions at night and on weekends was probably necessary. Many of the unions who appeared before the Commission reported difficulty in negotiating contracts providing time off for union education. Such provisions were said to be most well established in large organizations where the collective bargaining relationship was well established. Data from our educational leave and training and development survey indicated that no more than 25 percent of employees covered by collective agreements worked in enterprises where extended leave was available for union studies. A maximum of 31 percent worked in firms where shorter periods of time could be taken off with pay to engage in union education. (See Table 2-13.) In regard to union studies leave, the differences between the three categories of employees were marked. Professional and managerial employees were four times as likely as non-office employees to have access to extended leave for union studies and three times as likely to be able to take time off from work for shorter periods.

On first examination these figures are puzzling for at least two reasons. First, briefs received by the Commission indicated that trade unions have only recently begun to negotiate paid leave for union studies in earnest. Therefore, we did not expect to find such leave to be as widely available

Table 2-13: Availability of Leave for Union Studies

	A <sup>1</sup>	B <sup>2</sup>	C	D
	No. of Estabs. with plan	Labour Force in estabs. with plan	No. of employees covered by collective agreements	Percent covered by leave arrangements (B as a % of C)
Extended leave				
Executive, professional, managerial	171	64,837	108,107	60.0
Office	164	124,576	312,886	39.8
Non-office	267	174,170	1,032,960	16.9
All		363, 583	1,453,953	25.0
Short term leave				
Executive, professional, managerial	227	69,482	108,107	64.3
Office	206	139,768	312,886	44.7
Non-office	358	235,979	1,032,960	22.8
All		444,229	1,453,953	30.6

Source: Commission survey.

1. This column cannot be totalled since double counting may result.
2. Column B represents the entire categorical labour force in all establishments with extended leave plans providing for union studies. Since only part of the relevant labour force may be covered by the plan, the figures probably overstate the number of covered employees.

as indicated by the responses to the survey. Second, since few managerial and executive employees in the private sector negotiate collectively, the availability of leave for union studies to such employees was surprising.

To unravel this riddle, several respondents were queried concerning their responses. The explanations which emerged are as follows. Concerning short-term leave, many unions have negotiated clauses which permit a limited number of local union leaders to take time off with pay to perform their duties including participating in union education. Where such clauses were in effect, respondents reported that short-term leave with pay for union studies was available in their establishment. In regard to extended leave, many establishments appear to have a policy which does not clearly distinguish the type of education for which leave may be taken. In such cases, leave for union studies may be formally included within the scope of the plan. Finally, concerning leave for union studies available to professional, executive and managerial employees, most such schemes would appear to apply to public sector employees such as nurses, teachers and other employed professionals.

In recent years unions have begun to negotiate more extensive and specific paid educational leave arrangements. The United Auto Workers has been the unchallenged leader of this movement.<sup>59</sup> Since 1977, the U.A.W. has negotiated over 130 PEL provisions for union studies. Several other unions have been active in seeking such clauses with less success to date.

At present the capstone course in the labour movement is Labour College which provides an eight-week summer program.<sup>60</sup> Among the subjects covered are economics, labour history, industrial sociology, political science and labour law. The objective is to prepare trade unionists to take a leadership role in the movement. According to the brief from Alumni Associations of the Labour College, 90 percent of the participants receive leave from work without pay.<sup>61</sup> The average per student cost of the program is approximately \$4,000 of which an estimated \$2,800 is attributable to loss of wages. Enrolment in 1979 was about 60. From 1963 to 1978 there were 1,122 graduates of Labour College, most of whom continue to be active in the labour movement.<sup>62</sup>

There are an estimated 150,000 to 170,000 union representatives and local union officers in Canada. In 1970/71 there were 2,173,107 union members. Dickinson and Verner estimated that between seven and eleven percent of union

members participated in union-sponsored education. Thus, one may estimate that between 150,000 and 240,000 members were exposed to labour education in 1971.<sup>63</sup>

Since then, there has been an expansion in union education aided considerably by grants from the federal government. In 1977 Labour Canada signed a five-year \$10 million agreement with the Canadian Labour Congress for the support of union education. In 1977/78 another \$300,000 was granted to unions not affiliated with the CLC.<sup>64</sup>

Although considerable progress has been made in recent years, a good deal remains to be done. Most of the education available to local union officers is probably of too short duration to adequately provide them with the requisite skills. A large (although as yet indeterminate) number receive no training. A very small minority has received advanced training, and an even smaller number has been educated to desirable standards.

While some unions seem to have minimal interest in educating their members, those in the vanguard of the labour movement appear to be committed to expanding labour education.

### Summary and Conclusions

The system of vocational training in Canada appears to be inadequate and inequitable. Most general vocational training takes place in post-secondary institutions. It is heavily subsidized by government and is used disproportionately by young people from relatively high-income families. Industry

is not, in general, happy with the quality of vocational education in post-secondary institutions. Nevertheless, Canadian employers hire a greater percentage of post-secondary graduates and pay them better salaries, not only to start, but also throughout their working lives. Because of heavy government subsidization, industry is dependent on the post-secondary system. Employers have little incentive to do substantial general training themselves. As a result, those people who enter the labour market instead of advancing to post-secondary school are denied employer-sponsored training and development opportunities. Working people are also treated poorly by post-secondary institutions which consider their primary function to be the education and training of recent secondary school graduates. Not only are working people denied development opportunities in industry and easy access to post-secondary institutions, as taxpayers they pay a substantial part of the post-secondary bill.

Despite many barriers to adult education, part-time student enrolments have expanded rapidly in recent years and more adults are returning to school on a full-time basis. The demand for apprenticeship training also would seem to exceed the supply of positions. Many Canadians who aspire to a career feel that they are being held back by their lack of appropriate education and training. These observations



indicate that the interest of working people in training and development opportunities is substantial.

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Adult illiteracy is a problem of major dimensions in Canada affecting between one and four million people. Adult illiterates cannot operate effectively in society. They are disproportionately poor, unemployed, accident prone and a drain on the public purse. Little is being done at present to correct the problem.

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Trade union representatives have important legal responsibilities. Their actions may have serious consequences for the efficiency and stability of the economy. However, even though some unions make real efforts to provide training, the great majority of representatives are most likely far from well prepared for their duties.

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All of these educational problems require public attention. Since they are problems of working people, educational leave is potentially a valuable method for addressing them. In the next chapter we discuss what might be done to improve the relationship between work and education by utilizing more extensively the concept of educational leave and other "non-traditional" methods of education delivery.

NOTES

1. Psacharopoulos, G., The Economic Returns of Education in the Process of Development: An International Comparison, Amsterdam: Elsevier, 1972; Denison, E. F., The Sources of Economic Growth in the United States and the Alternatives Before Us, Washington, D.C.: Committee for Economic Development, USGPO, 1962; Harbison, F. and C. A. Meyers, Education, Manpower and Economic Growth, New York: McGraw-Hill, 1964; Economic Council of Canada, Second Annual Review, December 1965; Machlup, Fritz, Education and Economic Growth, Lincoln: University of Nebraska Press, 1970.
2. Stager, David A. A., "Allocation of Resources in Canadian Education", Extract from Canadian Higher Education in the Seventies, Ottawa: Economic Council of Canada, (Cat. No. EC22-1772), ca. 1972. See also Kuch, P. and W. Haessel, "An Analysis of Earnings in Canada", Census Analytical Study, Statistics Canada, March, 1979. Some studies indicate that the returns to part-time education exceed those of returns to full-time education. See Stager, David A. A. and Alan Thomas, Continuing Education in Canada, A Report to the Education Support Branch, Department of the Secretary of State for Canada, Ottawa, 1972, pp. 81-88.
3. Katzell, R. A., P. Bienstock and P. H. Faerstein, A Guide to Worker Productivity Experiments in the United States 1971 - 1975, prepared for Work in America, Inc., New York: New York University Press, 1977.
4. Poverty in Canada, Report of the Special Senate Committee on Poverty, Ottawa: Information Canada, 1973, pp. 111-113.
5. Review of National Policies for Education, Canada, Paris: OECD, 1976, p. 33. We do not mean to disparage the value of a comprehensive education. The judgement of the OECD in regard to Canadian general education was "definitely and overwhelmingly positive" (p. 35) and we concur. Nevertheless, the focus on comprehensive education does result in the school leaver being occupationally unprepared.
6. "...with the prevailing emphasis on general subjects in secondary schools, vocational training of the kind often found at the secondary level in some other countries (for example, West Germany, France, the United States, and the

Soviet Union) has to a considerable extent been pushed upwards in Canada to what is formally a post-secondary level." Ibid., p. 48.

7. Zsigmond, Z., G. Picot, W. Clark, and M. S. Devereaux, Out of School - Into the Labour Force, Ottawa: Statistics Canada, August, 1978, p. 104.
8. Refer to Table 2-9 and Out of School - Into the Labour Force, op.cit., p. 150.
9. Refer to Tables 3-1 and 3-2.
10. In January, 1978 there were 2,840,000 people between the ages of 15 and 24 in the labour force. (Statistics Canada, The Labour Force, January, 1979.) During 1977-78, there were an estimated 106,500 registered apprentices outside of Quebec. Data on the number of apprentices in Quebec is incomplete. However, early estimates by Statistics Canada for 1977-78 indicate that there are roughly 20,000 apprentices in that province.
11. See Out of School - Into the Labour Force, p. 134 and Table 2-4. Many new apprentices are, of course, recruited from post-secondary programs. In addition to the data in Table 2-4 there were 15,793 new registrations in Quebec in 1976/77.
12. See the reports of the various Sector Task Forces to the Department of Industry, Trade and Commerce, 1978.
13. Robertson, Nickerson, Group Associates Limited, Case Studies on Aspects of Training Upper Skilled Blue-Collar Industrial Workers, Report Prepared for the Department of Employment and Immigration, Ottawa, 1978.
14. Daly, D. J., "Managerial Manpower in Canada" in Harish C. Jain (ed.), Contemporary Issues in Canadian Personnel Administration, Scarborough: Prentice-Hall, 1974.
15. Litvak, I. A. and C. J. Maule, Educational Leave Policies and Practices of Select Organizations in Canada, Report prepared for the Commission of Inquiry on Educational Leave and Productivity, March, 1979.

16. Out of School - Into the Labour Force, op.cit., Table VII-7, p. 237. This ratio has improved considerably since the mid-1960's when it stood at four to one. See Economic Council of Canada, Fifth Annual Review, Ottawa: Information Canada, 1968.
17. Several of these organizations supplied useful information to the Commission for which we are grateful.
18. Several of the Sector Task Force reports, noted previously, recommended the expansion of programs of this nature. See also the comments reported in the Robertson-Nickerson study.
19. Burstein, M., N. Tienhaara, P. Hewson and B. Warrander, Canadian Work Values, Ottawa: Information Canada, 1975, p. 39. Emphasis in the original.
20. Loc. cit.
21. Ibid., p. 40.
22. This observation was a recurring theme in the briefs presented to the Commission. See, for example, the briefs of The Annapolis Valley Affiliated Boards of Trade, the Canadian Institute of Steel Construction, the Canadian Manufacturers' Association, the Canadian Petroleum Association and the Canadian Trucking Association. See also the Robertson-Nickerson Report op.cit., pp. 66-67.
23. Robertson-Nickerson Report, op.cit., p. 61. Emphasis in the original.
24. The classic analysis of general vs. specific training is that of Becker. See Becker, G. S., Human Capital: A Theoretical and Empirical Analysis, with Special Reference to Education, New York: National Bureau of Economic Research, 1964.

25. Employment and Immigration Canada, Annual Report for 1977-78, Ottawa, 1978. For a review of Canadian manpower policy see Gunderson, Morley, "Training in Canada: Progress and Problems", International Journal of Social Economics, vol. 4, no. 1, 1976.
26. Robertson-Nickerson Report, op.cit., p. 65.
27. Data in Out of School - Into the Labour Force suggest that adults age of 23 or over made up 1.9 percent of the student population (primary, secondary and post-secondary) in 1971-72 and 2.3 percent of the student population in 1975-76.
28. The man was assumed to be earning \$12,480 per year and the woman \$7,800 per year for a total family income of \$20,280. School expenses were estimated to be \$676. A financial officer in an Ontario community college suggested that such a student would be eligible for loans and grants totalling \$4,110. Thus the total income in the school year would be (\$7,800 + \$4,110) \$11,910, less school expenses (\$11,234). Reduction in income is, therefore, (\$20,280 - \$11,234) \$9,046 or 44.6 percent of income.
29. See, for example, the briefs presented to the Commission by the Canadian Society for the Study of Education, Division of Part-time Credit Studies Memorial University, Athabasca University and the Canadian Association for University Continuing Education.
30. Observations in this section are based largely on (a) information provided to the Commission in various briefs (b) information provided by the registrar's office of various colleges and universities with whom we had correspondence, and (c) analyses contained in several Canadian inquiries into education. See also Stager and Thomas, Continuing Education in Canada, op.cit.
31. Litvak and Maule, Educational Leave Policies and Practices of Select Organizations in Canada, op.cit.
32. A number of Canadian provinces offer GED tests. See, for example, Nova Scotia Department of Education, Nova Scotia High School Equivalency Tests (undated) and British Columbia Ministry of Education, The Grade XII Secondary School Equivalency Certificate - How to Obtain It, Victoria,



(undated). In the U.S. considerable progress towards granting credit for experience and non-institutional learning has been made in recent years. See The National Guide to Credit Recommendations for Noncollegiate Courses, Washington, D.C.: American Council on Education, 1979.

33. In fiscal year 1978/79, the federal government transferred \$2.4 billion to the provinces and territories for post-secondary education. Approximately 50 percent of Canadian post-secondary education is paid for out of federal government funds, 35 percent from provincial funds, and 15 percent from tuition. Data provided to the Commission by the Education Support Branch, Department of Secretary of State, Ottawa.
34. Humphreys, Elizabeth and John Porter, Part-time Studies and University Accessibility, Ottawa: Carleton University Department of Sociology, October, 1978, p. 128. Recent studies of the financial background of university and college students indicate that the relationship illustrated in Table 2-8 has not changed substantially since 1968-69. See Mehmet, O., Who Benefits from the Ontario University System?, Toronto: Ontario Economic Council, 1978 and Some Characteristics of Post-Secondary Students in Canada, Ottawa: Department of Secretary of State, 1976.
35. Dubin, S.S., "The Psychology of Lifelong Learning: New Developments in the Professions", op.cit., p. 17.
36. One study of the effects of continuing education on the performance of engineers indicated a positive effect "more significant than other parameters such as ability and drive." See "Does Continuing Education Provide Return on Investment?", Automotive Engineering, September, 1978.
37. In a survey done for the Municipal Engineers Association in Ontario, several professional associations were queried concerning the participation of their members in continuing education. Some of the responses were: The Institute of Chartered Accountants of Ontario "an estimated 50% participate annually"; The Law Society of Upper Canada "25-30% of lawyers participate in continuing legal education";



Ontario Association of Architects "15-20% of the members" attended courses held in 1972 and 1973. The Canadian Registered Nurses Association estimates that about 10 percent of its members engage in continuing education each year. See Lionel D. Felman Consulting Ltd. and Urban Design Consultants, A Study of Continuing Education for Municipal Engineers, Phase 2: Guidelines for Action, prepared for the Municipal Engineers Association, October, 1975. The estimate for the nurses was made in testimony before the Commission.

38. Testimony of the Canadian Medical Association before the Commission.
39. See the briefs of these associations to the Commission.
40. Brief presented to the Commission by the Toronto Institute of Medical Technology.
41. See Special Committee on Required Professional Development, "Summary Report", Canadian Institute of Chartered Accountants, August, 1975 and Dubin, op.cit.
42. Testimony of the Canadian Medical Association before the Commission.
43. See document cited in footnote 41.
44. Canadian Medical Association, "Notes for Affiliates Meeting: February 6, 1979", internal document made available to the Commission.
45. Oral evidence of the Productivity Committee of the Halifax Board of Trade to the Commission.
46. Cairns, J. C., "Adult Functional Illiteracy in Canada", Convergence, vol. X, no. 1, 1977.
47. Dickinson, Gary, "Educationally Disadvantaged Adults in Canada", Adult Literacy and Basic Education, Summer, 1978. Many of these people were, of course, not in the labour force.
48. Refer to Table 2-3. It is interesting to note that in a survey carried out on behalf of the Senate Committee on Poverty in 1970 "most Canadians considered \$6,500 to be the minimum acceptable income for a family of four". Poverty in Canada, op.cit., p. 8.

49. Testimony to the Commission by Frontier College. Some research carried out in Sweden which was brought to the attention of the Commission appears to support the observations of Frontier College.
50. Dickinson, Gary, "Adult Illiteracy in Canada and British Columbia", Pacific Association for Continuing Education Newsletter, vol. 9, no. 1, 1979, p. 23.
51. Dickinson, "Educationally Disadvantaged Adults in Canada", op.cit.
52. Loc. cit.
53. See The Canada Manpower Training Program - A Policy Review, Employment and Immigration Canada, September, 1977.
54. Cairns, op.cit. See also Thomas, Audrey M., Adult Literacy in the Seventies: Conference Report, Movement for Canadian Literacy, January, 1978.
55. "Adult Illiteracy in Canada and British Columbia", op.cit., p. 29.
56. Pearl, Brian, "The Co-operation of Unions, Universities and Colleges in Labour Education in Canada", background paper prepared for the National Conference on Labour Education, Ottawa: Labour Canada, April, 1975. Since 1975, several additional colleges and universities have begun to offer programs for trade unionists.
57. Verner, Coolie and Gary Dickinson, Union Education in Canada, Ottawa: Labour Canada, 1974.
58. A new and very detailed study on labour education in Alberta reached the Commission too late for the findings to be assimilated into the report. See Konrad, A., D. B. Baker and W. W. McNairn, Labour Education in Alberta, Edmonton: Centre for the Study of Postsecondary Education, University of Alberta, April, 1979.
59. See Wilson, G. F., "UAW Programme of Paid Educational Leave", Canadian Labour, December, 1977 and the brief of the U.A.W. to the Commission.

60. The development of Labour College is described in Verner and Dickinson, op.cit.
61. Submission to the Commission of Inquiry on Educational Leave and Productivity on behalf of the National Alumni of the Labour College of Canada and the Ontario Alumni of the Labour College of Canada, February, 1979.
62. Data supplied by Labour College. There were 132 students from other countries who graduated from the program.
63. The response rate to the questionnaires distributed by Verner and Dickinson was low. Thus, the estimation of number of participants is at best a rough one.
64. Information provided by Labour Canada.

### CHAPTER 3: IMPROVING THE RELATIONSHIP BETWEEN WORK AND EDUCATION

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In the previous chapter we indicated several of the inadequacies in the relationship between work and education in Canada. Here we review the findings of our survey on training and educational leave. We also describe several innovative schemes which utilize the leave principle and review non-leave schemes which are designed to improve the accessibility of educational opportunities to working people. Finally, we consider how the education/work relationship might be improved utilizing the concept of educational leave and other alternative educational technologies.

#### Current and Potential Uses of Educational Leave

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For the purpose of our inquiry, educational leave was defined as time off granted to an employee for educational purposes during working hours.

Although in the popular mind, educational leave is often considered to be synonymous with long-term leave granted by the employer at the request of an employee, our definition included any situation where time off was provided during regular working hours. We identified three basic types of educational leave: day release, block release and extended leave. Each of these types has certain capabilities and limitations.

In this section we review current practice regarding these forms of leave.

#### I. Day Release

Under day release schemes employees are given from one to eight hours off, sometimes on a regular basis, so that they might attend courses scheduled during regular working hours. This type of leave is effective in allowing people to access programs offered at or near the place of work. It is of no value to those who must travel a considerable distance to the educational programs. Day release is fairly common for in-house training and for one-day seminars and conferences. Professional development days for school teachers may be thought of as a form of day release.

a. Survey Results: Training and Development

Our survey indicates the extent to which day release is utilized in Canada.<sup>1</sup> Between 27 percent and 32 percent of the enterprises responding to our questionnaire had a plan or policy on training and development during normal working hours. (See Table 3-1.) Large organizations were much more likely to do training. As a result, 68 percent of all employees in the sample worked for organizations with a training plan. Essentially all of these plans covered work-related training.

In terms of employment distribution, 99 percent of covered employees worked in an establishment whose plan provided time off during regular working hours for job-related training; about 25 percent worked in organizations which provided time off for labour studies; and approximately 40 percent worked for establishments which made provision for general and social education as part of their plan. (See Table 3-2.)

The large majority of plans were introduced unilaterally by employers. Of the employees in our sample, 55 percent were covered by collective agreements but only 16 percent worked in establishments where a training plan had been introduced by collective bargaining. (See Table 3-3.)



Table 3-1: Establishments with Training and Development Plans in 1978

Category	A		B		C			D		
	Estabs. respon- ding to survey	Estabs. respon- ding to training <sup>1</sup> question	No.	Establishments reporting a plan % of A	%	Establishments reporting training in 1978 % of A	%	Establishments reporting training in 1978 % of B		
Executive, Profes- sional and Managerial	12,041	10,230	3,330	27.7	32.6	2,642	21.9	25.8		
Office	12,041	10,268	3,076	25.5	30.0	2,028	16.8	19.8		
Non-office	12,041	9,887	3,213	26.7	32.5	2,443	20.3	24.7		

Source: Commission Survey

<sup>1</sup> Question No. 14: "Do you have a plan or policy on training and development during normal working hours for your employees?"

Table 3-2: Type of Education Covered by Training and Development Plans<sup>1</sup>

Type of Education	Exec., Prof. <sup>2</sup> & Managerial		Office		Non-office	
	No.	%	No.	%	No.	%
<u>Job/work related</u>						
establishments	3,288	99	3,020	98	3,177	99
employees	334,194	98	497,907	99	956,777	99
<u>Union studies</u>						
establishments	227	7	206	7	358	11
employees	69,482	20	139,768	28	235,979	24
<u>General/Social</u>						
establishments	858	26	775	25	533	17
employees	151,171	45	243,655	49	317,830	33
<u>Total</u>						
establishments	3,330	100	3,076	100	3,213	100
employees	339,546	100	500,728	100	965,864	100

Source: Commission Survey

1. Since some establishments did not respond to the question and others have plans for more than one type of employee, the columns do not sum to the totals. See Appendix B for a further explanation.
2. For an explanation of the availability of leave for union studies to executive, professional and managerial employees see the trade union training section of Chapter 2.

Table 3-3: Training and Development Plans  
by Mode of Introduction<sup>1</sup>

Plan initiated by:	Exec., Prof. & Managerial		Office		Non-office	
	No.	%	No.	%	No.	%
Employer unilat- erally						
establishments	2,980	89	2,612	85	2,434	76
employees	297,614	88	427,086	85	755,366	78
Collective bar- gaining						
establishments	138	4	190	6	481	15
employees	38,494	11	63,361	13	190,589	20
Other <sup>2</sup>						
establishments	265	8	259	8	312	10
employees	34,358	10	56,505	11	53,837	6
Total						
establishments	3,330	100	3,076	100	3,213	100
employees	339,546	100	500,728	100	965,864	100

Source: Commission Survey

<sup>1</sup> Since some establishments did not respond to the question and others had more than one plan for a given type of employee, columns do not sum to totals. See Appendix B for a further explanation.

<sup>2</sup> "Other" refers primarily to situations where plans were introduced as a result of informal or formal agreements between employers and employee associations.

Although a significant majority of employees work for an organization with a training plan, in 1978 only 15.1 percent of the employees in our total sample were reported to receive any training. In enterprises with plans, 22.1 percent reportedly benefitted. Executive, professional and managerial employees were most likely to receive training and non-office employees least likely. (See Table 3-4.)

The average number of training days provided per trainee was seven. Of those receiving training, 75 percent received five days or less and only six percent received 26 days or more.

The majority of people receiving training (59 percent) were between the ages of 20 and 34 years. About two percent of those receiving training were under 20 years of age or over 50 years. Only 1,960 young people under the age of 20 in our sample were beneficiaries to time off for training. There was little difference between the percentage of male and female employees receiving training.<sup>2</sup> (See Table 3-5.)

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Our data might be interpreted to indicate that the amount of training done in Canada has increased during the past decade. In a survey by the federal Department of Employment and Immigration of training in industry in 1969/70, 22.9 percent of the firms responding to the question stated that

Table 3-4: Number of Employees on Training and Development in 1978

Category	A	B	C	D	E
	No. on Training	Labour force in estabs. with plan	Percent on Training (A as % of B)	Total No. Employees in Sample	Percent of Total Employees on Training (A as % of D)
Exec., Prof. and Managerial	102,404	339,546	30.2	431,851	23.7
Office	105,168	500,728	21.0	709,177	14.8
Non-office	190,764	965,864	19.8	1,502,249	12.7
Total	398,336	1,806,138	22.1	2,643,277	15.1

Source: Commission Survey

Table 3-5: Characteristics of Employees on Training and Development in 1978<sup>1</sup>

	Exec., Prof. & Managerial		Office		Non-office		All	
	No.	%	No.	%	No.	%	No.	%
Sex								
Male	68,072	73	42,062	46	130,079	74	240,213	67
Female	24,792	27	49,626	54	45,640	26	120,058	33
Age								
under 20 years	200	-	101	-	1,659	1	1,960	-
20 - 34 years	36,665	49	58,278	87	77,112	51	172,055	59
35 - 49 years	36,851	49	8,702	13	70,683	47	116,236	40
50 years & over	1,066	1	60	-	2,069	1	3,195	1
Average age	34		29		32		32	
Average days per employee on training and development, 1978								
1 - 5 days	61,910	73	64,915	80	128,481	74	255,306	75
6 - 15 days	15,952	19	7,943	10	32,561	19	56,456	17
16 - 25 days	3,778	4	431	1	4,231	2	8,440	2
26 days & over	3,580	4	8,312	10	8,764	5	20,656	6
Average days	8		7		7		7	

Source: Commission Survey

<sup>1</sup> Since some establishments did not respond to these questions, each item does not add to the total number of trainees in 1978. (-) represents less than 0.5%. Some percentages do not add to 100 because of rounding.



they did training.<sup>3</sup> In our study, the rate was about 32 percent. The Ontario Task Force on Industrial Training surveyed 6,942 employers in private industry in 1968/69. Of all employees in the reporting firms, 10.4 percent were enroled in a formal training program during the year.<sup>4</sup> In December 1973 Statistics Canada appended three questions on employer-sponsored training to its regular labour force survey. That study indicated that only 7.9 percent of paid workers received employer-sponsored training.<sup>5</sup> In our survey, the rate was 15 percent.

These results are not, of course, directly comparable. The Employment and Immigration study of the late 1960's included over 44,000 enterprises, the Ontario study about 7,000 and ours about 3,500. The 1973 federal survey gathered information on the entire labour force. About two and one-half million people were employed in the enterprises represented by our sample. In the Ontario study, public administration was excluded. Our survey did not include situations where less than one day of training was provided to employees.

The published report by the Department of Employment and Immigration does not make it clear whether the enterprises were asked if they had a training program or if in fact they did training during the year. The two questions are quite different. In our survey, 32 percent of the firms responding

to the question concerning training stated that they had plans but only about 23 percent reported training during the year, a figure much closer to the 22.9 percent reported by Employment and Immigration.

There is an additional aspect of our survey which requires comment. Approximately 2,000 of the establishments which returned our questionnaires did not answer the question pertaining to training. If one assumes that those establishments did not answer because they do no formal training, then only 27 percent of the establishments have a plan and approximately 20 percent provided training in 1978. On the other hand, some establishments may not have answered the question because they were unable to estimate the number of employees who had been trained during the year. Because of these uncertainties, no firm conclusions may be drawn on the direction of training.

Although our survey does not provide information on the specific structure of the training provided to participants, it does indicate that most industry-based training is short-term and job specific. Little use is made of day release to build long-term programs leading to higher vocational qualifications.

b. Creative Day Release Schemes

Four creative examples of the use of day release programs are considered below.

1. A Career-Ladder Program for Clerical Workers:  
The Saskatchewan Government ADP Scheme<sup>6</sup>

The preponderance of women in the labour force work in jobs with very limited possibilities for advancement. As a result, a store of potential talent remains under-developed. Recently, the Saskatchewan Government constructed a program designed to be responsive to this problem. The Administrative Development Program (ADP) for clerical personnel qualifies such people to move into management and administrative positions. Courses in subjects such as government, economics, sociology, administration, history, accounting and writing are offered at the University of Regina, the University of Saskatchewan, and La Ronge Community College. Total enrolment is about 50. Employees with three years seniority may apply for the program to a three-member management committee. Those accepted are permitted time off with pay one or two afternoons each week to attend courses. The program takes two and one-half years to complete but may be done in a shorter period if the student enrolls for night courses as well as day courses. It is made clear to participants that, although the program qualifies

them for promotion, there is no guarantee of advancement. About 40 percent of the students enrolled in the first two years of the program have received promotions.

2.    A Basic Education Upgrading Program:  
      The Leaside Project

As noted in the previous chapter, several million Canadian adults have received an inadequate basic education which excludes them from many jobs and training programs and may make it difficult or impossible for them to function adequately in modern society. The Leaside Project described here was designed with the basically literate but under-educated adult in mind. However, its structure should be equally applicable to the adult illiterate.

In 1963, three companies in the Leaside district of Toronto embarked on a project to interest and motivate under-educated employees to upgrade their basic education.<sup>7</sup> In these three companies between 35 percent and 45 percent of the employees had a Grade Eight education or less. The objective of the program was not only humanistic (although a concern for employee welfare was evident) but also practical. It was believed by the companies that if their under-educated people could be upgraded, they would be more employable and capable of moving into technologically difficult jobs.

In the original pilot project instruction was provided in English, mathematics and science at the Grade Nine and Grade Ten levels. Classes were held from three o'clock p.m. to six o'clock p.m. five days per week at a location central to the participating companies. Since normal quitting time was 4:30 p.m. the companies provided time off with pay equal to one and one-half hours per day and employees were expected to contribute an equal amount of their own time. Students were chosen on the basis of the following criteria:

1. Formal education of less than Grade Ten.
2. An unskilled worker.
3. Preference to those who were primary family wage earners.
4. Less than 55 years of age.
5. Able to read, speak and write English.
6. A good work record.
7. An adequate score on the Wonderlic Personnel Test.

The original class had 30 participants, 25 of whom successfully passed all three courses. Government grants paid for instructional costs, and the students were expected to purchase their own books and materials.

The program was deemed to be a success. It was found that time off could be provided without "too much difficulty or disruption to operations"; company support of the program was conducive to motivated participation; and that "the costs in relation to the results obtained" were "in good balance".<sup>8</sup>

As a result of its original success, the program has carried on since then. At present, instruction is provided by Centennial College and classes are held from 4:30 p.m. to 6:30 p.m. If employees are scheduled to work during those hours they are permitted time off with pay. Because the general educational level of employees has increased, higher level courses are now offered and there are fewer employees enrolled in the program.

### 3. Technical Training at Moffat<sup>9</sup>

Narrowly trained employees are inflexible; they can perform only a limited range of tasks. Broadly trained employees on the other hand may step in wherever and whenever they are required. Wider training also makes the job more comprehensible and satisfying to employees and protects them from obsolescence.



An interesting scheme which encourages the development of broadly trained employees is that of the Moffat Corporation. Moffat operates television and radio stations and produces large-scale television specials. The company employs cameramen, audio technicians, lighting technicians, floor directors, film editors, film lab technicians, lighting directors, film supervisors, technical directors, etc.

To encourage its employees to expand their capabilities, Moffat devised a system of certifications. In Pay Group II which is composed of various technicians (audio, camera, lighting, etc.) there are ten certifications, each one for a different technical specialty. Employees are permitted four hours per week during working hours to improve their skills in one of the ten specialty areas. When they have mastered the new specialty to the satisfaction of the supervisor, they are awarded a five-dollar bonus each month whether or not they utilize the new skills. Depending on prior knowledge, it may take the individual from four weeks to six months to master each new specialty. The average length of time is five weeks. Individuals in Group II who learn all ten specializations receive \$50 per month in bonus payments.

Group III is a higher general skill category which includes film supervisor, lighting director and technical director. When a person is promoted to Group III from Group II, he forfeits all Group II bonus payments because the skills learned in Group II are considered to be an integral part of the job requirements for Group III. The salaries for those in Group III are considerably higher than those of Group II employees.

Within Group III, there are six specializations. Mastery of one of these categories results in a ten-dollar monthly bonus to a maximum bonus of \$60 per month.

Employees have responded enthusiastically to the Moffat scheme and both the company and the employees are very satisfied with the results. In order to qualify more quickly, many employees train on their own time. Although Moffat is unionized, the union agreed to waive the overtime provisions of the collective agreement so that the people might qualify for the bonuses in the shortest period possible.

In many companies and industries, there are slack periods of the day, week and year during which training and education could be profitably expanded along the lines of the Moffat scheme.

4. A Professional Post-Secondary Degree  
Program: Dalhousie University<sup>10</sup>

Many people employed in managerial, professional or technical jobs or in occupational hierarchies leading to such jobs require a broad education. In recognition of this need, organizations increasingly require post-secondary education and training. Since it is difficult for many employed people to acquire advanced education on their own time, they are either less effective than they might be or they are precluded from promotional opportunities. Recognizing this need in the field of social services, the Department of Social Work at Dalhousie University constructed a degree program for social workers which makes use of day release.

Courses are given in Cape Breton, Prince Edward Island, Halifax and Sydney. In each of these areas, a committee composed of practitioners and students oversees the quality and nature of the courses and assists with recruiting and counselling. Classes meet once every two weeks for a four or five hour evening session or once a month for a weekend workshop. The workshops are usually held on Fridays and Saturdays, employers granting release time on Friday. In Halifax, courses are also offered during regular school hours to students who are able to arrange time off. About 65 percent of the students are employed in the human services area. The program is intended to enhance their professional

competence and to allow them to qualify for higher administrative positions.

## II. Block Release

Block release is utilized in Canada predominantly to allow employees to attend conferences, seminars and training programs. For example, professional, technical and managerial employees frequently attend two and three day seminars on current issues and developments. Manual and office employees may be sent to programs designed to upgrade specific job skills, or to acquire skills demanded by new technology.

As with day release, very little use is made of time off in blocks to provide systematic training and development leading to general vocational qualifications. The major exception is apprenticeship training.<sup>11</sup>

### a. Apprenticeship

Apprenticeship programs run for three to five years and include several block release periods of four to ten weeks spent in a community college or technical training institute. Employers who sign indenture agreements are legally obliged to grant this time off. While at the school, the apprentice may be provided with a subsistence allowance from government

funds made available under the terms of the Adult Occupational Training Act. Entrance to trades training often requires a Grade Ten completion but in recent years, as demand for apprenticeship positions has increased, employers have been giving preference to applicants with post-secondary credentials.

As noted in the previous chapter there appears to be a shortage of apprenticeship positions available, especially in the manufacturing sector. In construction, there may actually be an oversupply of certain types of skilled craftsmen.

Apprenticeship training has been subject to a good deal of criticism. In addition to the amount of training available, the main points of concern appear to be the following:<sup>12</sup>

1. Individuals who wish to become apprentices must find an employer willing to provide the training. Relatives of those in the trade are often given preference in some industries.

2. Although provision is made for government inspection of in-house training provisions, supervision is often lax. In some schemes, apprentices are not provided with adequate training. Apprentices are said to be used by some employers as "cheap labour". On the other hand, many employers feel that the cost of training apprentices, even with government subsidization, is prohibitive.

3. Despite indenture agreements, apprentices are sometimes dismissed while others are hired away to higher paying employment before completing their training. Under collective agreements, apprentices are considered to be employees rather than students and since they have low seniority, they are often the first ones laid off.

4. Some schemes have formal or informal age limits which preclude those older than their mid-20's from qualifying.

5. For some trades, the apprenticeship certificate is accepted across Canada as a result of Interprovincial Standards Certification; for many trades, however, the certificate is only accepted in the certifying province. There are also several schemes which are not certifiable by government.

6. There have been complaints that apprenticeship requirements are too rigid. In some trades, for example, a day release format might be superior to block release. Moreover, standard time requirements are not sensible in all cases. Many apprentices might acquire all of the requisite knowledge in a shorter period than specified by law.



7. In spite of trades advisory committees composed of labour, management and government representatives, the required content of the training is not always up to date or, in the judgement of some, relevant.

Despite these problems, there is a general consensus that apprenticeship training should be maintained and expanded. Most of those who spoke of apprenticeship to the Commission agreed that the combination of on-the-job experience and in-class instruction was an excellent approach to vocational training.

b. Innovative Block Release Schemes

In addition to apprenticeship, the Commission discovered a number of innovative uses of block release. Five examples are provided below.

1. The Union Education Program  
of the United Auto Workers<sup>13</sup>

In the previous chapter, we argued that union representatives required extensive knowledge to fulfill their functions adequately. To meet this need, the United Auto Workers Union recently developed a program which combines periods of block release with home study.

The scheme for local leaders provides for five periods of four days instruction interspersed with two weeks of home study. Instruction is given at the U.A.W. education centre in Port Elgin, Ontario. The scheme is funded by employer payments of one cent per hour, per employee into a union-controlled fund. Lost wages, benefits and all educational costs are paid out of the fund.

The curriculum for the U.A.W. scheme was designed entirely by the union. Five subject areas are covered:

1. Introduction to Learning.
2. The U.A.W. Local and How it Works: Collective Bargaining.
3. Communications, Learning and Action.
4. Practical Economics for Trade Unionists.
5. Human, Social and Economic Problems (e.g. the legislative process, human rights, health and safety, etc.).

The objective of the program is not only to enhance the effectiveness of local union leaders but also to promote the human, social and cultural growth of the students. In the first year, 93 union members participated. Most were in their twenties or thirties and were active in their local union. After completing the course, many expressed the desire

to continue with more education. The program appeared to the Commission to be well-designed. A great deal is expected of the students and they seem to be enthusiastic about their experience.

2. An MBA Program: Hayes-Dana<sup>14</sup>

The top academic qualification for business executives is the Master of Business Administration (MBA). MBA graduates are educated in all of the functional fields of business: marketing, production, personnel management, labour relations, accounting, finance and economics, and business policy. Most MBA programs are of a general nature but the Dana Corporation in the U.S. (with its Canadian subsidiary - Hayes-Dana) has developed a scheme which provides student-employees with the general knowledge required of a business leader but is also geared to the specific requirements of the firm. The program is built upon the block release principle.

Employees are granted two weeks leave in both the Spring and Fall to attend classes on an intensive basis. In between the periods of intensive instruction, students continue to study and work on projects and assignments at home. Top management has given its full support to the program and it

appears to be working well. A major advantage of the scheme is the use of examples relevant to the concrete experience of the students and of the firm.

3. A Post-secondary Degree Program for Union  
Field Officers: Antioch College - Meany Center<sup>15</sup>

Trade union field representatives are the full-time staff officers in trade unions. Their knowledge requirements include but go far beyond those of local union officers. They are often responsible for the development of the collective bargaining proposals of local unions, for leading the bargaining team in negotiations, for managing conflict should a strike occur, and for providing assistance to local unions so that they might carry out their many activities.

To allow union officers to upgrade their education, Antioch College in conjunction with the George Meany Labor Studies Center in the United States offers a degree program in labour studies. Intensive one-week periods of instruction are conducted every six months. In between these periods, students work on various assignments at home. Credit is granted for knowledge gained outside of formal study. For example, individuals can be given credit for union and company courses attended and for collective agreements already negotiated.

4. Multi-Employer Training: P.I.T.S.<sup>16</sup>

It is often impossible for small firms to provide employees with the full range of training required by technological developments. Those firms may be, as a result, very vulnerable to competition. Moreover, should employees with obsolete skills lose their jobs, they will not easily obtain new employment. Perhaps the most viable solution to this problem is the development of more multi-employer training. The Petroleum Industry Training Service (P.I.T.S.) illustrates how companies in an environment of rapidly developing technology might ensure up-to-date competence.

P.I.T.S. evolved from a program first established by the University of Alberta to provide safety training. However, it is now entirely independent and offers a wide range of courses in the technical skills required by the industry. The organization has a small administrative staff which develops needed courses. Committees from various sectors of the industry (gas training, field production operations, pipeline training, drilling, well service) provide advice to the staff on current requirements. Courses are offered

as needed and instructors are drawn from industry-employed experts, college and university staffs, and consulting firms. In many cases, courses are contracted to educational institutions and consulting firms but curriculum is specified by P.I.T.S.

Employees to be trained are typically designated by the employer and in most cases, all expenses, including salary, are employer-paid. P.I.T.S. does not have any regular certification program but many courses build in a sequence and employees chosen to take a complete sequence over time acquire considerable skills. Enrolment in recent years has been increasing rapidly. In the latest year, it was reportedly between 6,000 and 7,000.

##### 5. Railway Engineers at CN<sup>17</sup>

Dead-endedness is no doubt destructive of motivation and performance. An employee, especially a capable one in a routine job, who knows that there is little likelihood of moving to a more interesting and challenging position is likely to perform at a minimal level. Career routes in industry, especially for secondary school graduates, are under-developed. In some cases, however, companies have had to create career linkages because there were no alternatives.



One such case concerns the development of railway engineers at Canadian National. The career path combines periods of on-the-job learning and formal vocational education delivered in a block release format.

Engineers typically begin as brakemen without prior railroad experience. A high school education is required but candidates with post-secondary education are preferred. As a brakeman, the prospective engineer is required to master railroad regulations and pass an examination relating to the regulations. Upon successfully passing the exam, the individual may be sent to a two-week course on train operations at a CN-operated school. If the two-week course is successfully completed, the individual qualifies to be a train conductor and may be assigned a conductor position on a seniority basis.

Engineers are chosen from the ranks of conductors or brakemen who have achieved the same qualifications as conductors. They are selected on the basis of an interview with a selection committee and performance on an aptitude test. Those selected are sent to a two-month course at the CN school in Gimli, Manitoba. Graduates from the Gimli school spend six months with a qualified engineer learning the trade on the job. At the end of the six-month period, individuals

return to conductor and brakemen jobs but may be requested to replace regular engineers during weekends, holidays, etc. When a regular engineer job comes vacant, new engineers are chosen on the basis of seniority.

Engineers are required to take classes on train operations every two or three months and must pass periodic exams to continue in engineer status. Those with supervisory ability may be promoted to trainmaster or master mechanic. A few highly qualified individuals will be further promoted to supervisor of operations for a geographic area. On average, progress from brakeman to trainmaster or master mechanic takes 15 to 20 years.

### III. Extended Leave

In the minds of many, educational leave is synonymous with extended leave. Under such plans the employee attends an education program full-time for three months, six months, a year or more.

#### a. Survey Results: Extended Leave

Our survey indicates that organizations in all sectors of the economy have policies and plans providing for extended educational leave of absence. Between eight and nine percent

of the enterprises we surveyed have such a plan. Those establishments employ a total of 1,056,421 people. About one-half of these people (539,896) are employed in two industries: services and public administration.

It is generally believed that extended leave is more available to executive, professional and managerial employees and our survey supports that belief. (See Table 3-6.) However, the number of office and non-office employees covered by such plans was substantial. A total of 820,818 such employees in our sample worked in establishments with plans. We asked the organizations with leave policies to tell us the number of employees who actually were on extended leave in 1978 and firms employing 63 percent of the workers responded. In those organizations, 2.7 percent of executive, professional and managerial employees, 1.2 percent of office employees and 1.3 percent of non-office employees for a total of 10,368 employees were on extended leave in 1978. (See Table 3-7.) The preponderance of leave-takers (9,171 or about 90 percent) came from services and public administration. (See Table 3-8.)

Most of the schemes provided leave for education related to the job but a significant number also made provision for general education and union studies. Approximately 350,000

TABLE 3-6: The Availability of Extended Leave

Category	No. of Estabs. in Sample	No. of Estabs. With Plan	Percent	Total Labour Force in Sample	Labour Force in Estabs. With plan	Percent
Executive, Professional and managerial	12,041	1,105	9	431,851	235,603	55
Office	12,041	931	8	709,177	331,068	47
Non-office	12,041	1,019	8	1,502,249	489,750	33

Source: Commission Survey

Table 3-7:      The Incidence of Extended  
                 Leave in 1978

Category	A	B	C
	No. of employees on extended leave	Labour force in estabs. responding to question <sup>1</sup>	Leave-takers as % of labour force in responding establishments (A as % of B)
Executive, Pro- fessional and managerial	3,919	145,615	2.7
Office	2,838	237,619	1.2
Non-office	3,611	286,755	1.3
Total	10,368	669,989	1.5

Source: Commission Survey

<sup>1</sup> Total employment in establishments with extended leave plans was 1,056,421.

Table 3-8:      The Source of Extended  
                 Leave-takers by Industry

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Industry	No. of employees on extended leave in 1978	Percent of all employees on extended leave in 1978
Services and public administration	9,171	88.5
All others	1,197	11.5
Total	10,368	100.0

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Source: Commission Survey



employees worked in establishments which permitted extended leave for general education. About the same number worked in organizations which allowed leave for union studies. (See Table 3-9.)

In most cases, the extended leave plan was introduced unilaterally by management. About one-fifth were initiated by collective bargaining or some other less formal means of negotiation. (See Table 3-10.)

A majority of schemes provided for the continuation of at least part of pay or an allowance in lieu of pay and for the provision of at least part of the tuition fees. (See Table 3-11.) The arrangements for executive, professional and managerial employees were the most generous but, again, the differences are less than might be expected.

The financial provisions were, by far, most adequate in service and public administration. No doubt this situation goes a long way in explaining why the overwhelming majority of leave-takers came from those two industries. (See Table 3-12.)

On average the length of leave coincided with the length of the school year (seven to eight months); although professional and managerial people took the longest leaves. (See Table 3-13.)

Table 3-9: Type of Education Covered by  
Extended Leave Schemes<sup>1</sup>

Type of Education	Exec., Prof. & Managerial		Office		Non-office	
	No.	%	No.	%	No.	%
<u>Job/work related</u>						
establishments	1,048	95	898	96	980	96
employees	211,597	90	293,239	89	444,880	91
<u>Union studies</u> <sup>2</sup>						
establishments	171	15	164	18	267	26
employees	64,837	28	124,576	38	174,170	36
<u>General/social</u>						
establishments	544	49	453	49	419	41
employees	96,982	41	102,013	31	162,538	33
<u>Total</u>						
establishments	1,105	100	931	100	1,019	100
employees	235,603	100	331,068	100	489,750	100

Source: Commission Survey

<sup>1</sup> Columns do not add to total since some establishments have plans for more than one type of education and others did not respond to the question. See Appendix B.

<sup>2</sup> For an explanation of the availability of extended leave for union studies see the trade union training section of Chapter 2.

Table 3-10: Extended Leave Plans  
by Mode of Introduction<sup>1</sup>

Plan initiated by:	Exec., Prof. & Managerial		Office		Non-office	
	No.	% of Total	No.	% of Total	No.	% of Total
<u>Employer unilat-</u>						
<u>erally</u>						
establishments	840	76	687	74	609	60
employees	194,324	82	246,868	75	315,855	64
<u>Collective bar-</u>						
<u>gaining</u>						
establishments	123	11	180	19	307	30
employees	19,077	8	55,615	17	158,345	32
<u>Other<sup>2</sup></u>						
establishments	97	9	41	4	66	6
employees	31,576	13	40,572	12	22,980	5
<u>Total</u>						
establishments	1,105	100	931	100	1,019	100
employees	235,603	100	331,068	100	489,750	100

Source: Commission Survey

<sup>1</sup> Since some establishments did not respond to the question and others had more than one plan for a given type of employee, columns do not sum to total. See Appendix B for a further explanation.

<sup>2</sup> "Other" refers primarily to situations where plans were introduced as the result of formal or informal agreements between employers and employee associations.

Table 3-11: Financial Arrangements Under  
Extended Leave Plans

Plan provides for:	Exec., Prof. & Managerial		Office		Non-office	
	No.	% of Total	No.	% of Total	No.	% of Total
Part/all regular pay						
establishments	660	60	492	53	490	48
employees	146,818	62	219,688	66	212,740	43
Allowance in lieu of pay						
establishments	31	3	28	3	52	5
employees	3,980	2	18,945	6	4,726	1
All or part of tuition fees						
establishments	733	66	604	65	537	53
employees	163,668	69	258,239	78	297,084	61
Total						
establishments	1,105	100	931	100	1,019	100
employees	235,603	100	331,068	100	489,750	100

Source: Commission Survey

Table 3-12: Labour Force in Establishments with  
Extended Leave Plans providing for  
51-100 Percent Pay Continuation

	Job-related Studies		Union Studies		General/social education	
	No.	% of total	No.	% of Total	No.	% of Total
Services and public administration	397,677	83	281,661	98	79,826	89
All others	83,699	17	7,087	2	10,110	11
Total	481,376	100	288,748	100	89,936	100

Source: Commission Survey

Table 3-13: Characteristics of  
Extended Leave-Takers<sup>1</sup>

	Sex	Exec., Prof. & Managerial		Office		Non-office		All	
		No.	%	No.	%	No.	%	No.	%
	Male	2,032	54	1,792	65	2,106	68	5,930	62
	Female	1,740	46	970	35	972	32	3,682	38
Age									
	Under 20 years	0	0	0	0	24	1	24	-
	20 - 34 years	458	12	460	16	3,070	96	3,988	41
	35 - 49 years	3,262	88	2,333	84	90	3	5,685	59
	50 years & over	0	0	0	0	0	0	0	0
	Average age	38		35		28		34	
Weeks per employee on leave									
	25 or less <sup>2</sup>	433	11	276	10	338	10	1,047	11
	26 - 39 weeks	2,096	56	2,483	89	2,749	85	7,328	75
	40 and over	1,242	33	38	1	148	5	1,428	15
	Average weeks	33		30		27		30	

Source: Commission Survey

- Some respondents did not provide data on age, sex and average weeks per employee on leave. Thus each item does not sum to total number of leave-takers. (-) represents less than 0.5%. Some percentages do not add to 100 because of rounding.
- Although extended leave was defined in the survey as three months or one semester, 37 establishments with 108 non-office leave-takers reported an average leave of less than ten weeks.



The average leave-taker was 34 years of age. Non-office employees were younger and managerial and professional leave-takers were older. For all practical purposes, extended leave is not available to people under 20 years of age or over 50 years. In 1978 only 24 people under the age of 20 were reported to be on extended leave. No one over the age of 50 was on such leave. We should note, however, that apprentices were excluded from the survey definition of extended leave.

There were no significant sex differences in the availability of leave. If anything, women appear to be favoured. They make up about 33 percent of the labour force of all responding establishments but 38 percent of the leave-takers for which data on sex is available.

Respondents to the survey were asked if they hired temporary replacements since January 1, 1977. Replacements for executive, professional and managerial leave-takers were hired by 134 establishments; 64 firms replaced at least some office employees on leave; and 128 organizations hired replacements for non-office leave-takers. Our data does not permit us to determine the number of employees who were actually replaced. However, other information collected

during the inquiry suggests that in the typical case only a small percentage of leave-takers are replaced.

A number of qualifications must be entered in regard to the data reported here. First, even though an enterprise has a leave plan, it may not publicize that plan widely to its employees. Many organizations have a policy of considering each case on its own merits. The initiative may rest with the employees, many of whom may be unaware of the existence of the plan.<sup>18</sup> The financial arrangements may also be up to the judgement of management. In short, even though an organization has a general policy which specifies that it may provide remuneration to those on educational leave, the policy may be applied with considerable discretion. Thus, all of those covered by the plan are not automatically entitled to paid educational leave.

b. Primary Uses of Extended Leave

As the survey indicates, extended leave is utilized predominantly in public administration and services. From the case studies prepared by Professors Litvak and Maule as well as from additional information provided to the Commission, we were able to identify the major aspects of the extended leave plans in effect in these agencies.

1. Educational Leave in Public Administration

Extended leave schemes in public administration are generally designed to ensure that the operational needs of the department or agency are met. Changing job requirements may indicate that employee upgrading is needed. Employees may be sent on leave to acquire the qualifications required to fill higher positions. Leave may be granted when a program is only available in another locality.

Some examples were provided in the Newfoundland Public Service brief to the Commission. In that province, provincial court magistrates may be sent on leave to acquire law degrees; policemen are sometimes selected to attend police college in other provinces; social workers have been granted leave to acquire university degrees and public health inspectors are required to attend a special program offered at Ryerson Institute of Technology in Toronto.

In the federal government, nursing assistants may be granted leave in order to secure the qualifications of a registered nurse. Employees have been selected to study meteorology in university because of a scarcity of university graduates in that field.<sup>19</sup> Correction officers are given a

12-week basic induction course. Many federal government employees are granted leave to upgrade their language capacity in either French or English.

During 1977/78, 39 employees of the federal Department of the Solicitor General (Canadian Correctional Services Division) were on extended leave at over 20 universities taking courses in such subjects as nursing, administration, architecture, criminology, financial management, psychology, recreology and sociology. Seventeen were enrolled in undergraduate university programs, 13 in certificate or diploma programs, five were working towards a master's degree and one towards a doctorate.<sup>20</sup>

Public administration extended leave schemes typically have the following characteristics. Employees may be granted educational leave with full pay, continuation of benefits, payment of tuition, books and travel, continuation of seniority, and a guarantee of the same or a similar job on return if the relevant official (e.g. a deputy minister) often with the concurrence of the Public Service Commission, decides that (a) the training coincides with an essential operational need of the department, (b) the employee is capable of successfully completing the course, and (c) that the training is consistent with the career development of the employee.

In such cases, the request may be initiated either by the department or the employee. There is often a maximum leave period (e.g. one to four years) and seniority requirements (e.g. one or two years with the agency). Employees are usually not permitted to earn outside income and they must report periodic progress.

A "return to service" agreement is also common. In our survey approximately 40 percent of public sector employers who had an extended leave plan for job related studies required a return to service agreement. Oddly, only about 15 percent of those who provided leave for general education reported a return requirement.

Under such plans, employees typically must sign an agreement stating that they will return to the service for a period that is some multiple of the leave period (e.g. two or three times the leave period) or reimburse the employer for the cost of the leave. While such agreements are of doubtful legal validity, they appear to have been generally respected.

Where the request for educational leave is considered less essential, leave still may be granted with reduced or no remuneration. The training received usually must be related to the expected future career of the employee with the government. Typically, the individual is guaranteed the same or a similar job at the expiration of the leave

period. An arrangement is often worked out for the employee to return to work during summers or school vacation periods.

Extended educational leaves are most valuable to allow employees to gain access to programs only available at distant locations and to permit promising individuals to secure the qualifications necessary for advancement. They may be necessary in some cases (e.g. meteorologists) when individuals with the requisite skills are unavailable. Extended leaves allow employees to acquire necessary qualifications more quickly than would be possible under day release and block release schemes. Thus, those benefitting from such a leave may be more effective and productive over a longer period. On the other hand, the cost of extended leave is considerably greater than the cost of day release and block release.

## 2. Sabbatical Leave

Perhaps the most widely known type of extended leave scheme is the "sabbatical" which is common in universities, colleges and public schools.<sup>21</sup> Under these schemes, the employee usually must have served a qualifying period of three to six years. The leave request must be initiated by the employee who is required to specify the purpose of the



leave, what accomplishments are expected, and where the period will be spent. The proposal is then assessed by a superior or a committee who decide upon its merit. The leave is almost always granted at the discretion of the institution but in some universities a "right" to leave has emerged by custom and tradition.

In general, sabbatical leaves last for six months or 12 months. Shorter leaves often carry full remuneration while 60 to 80 percent salary continuation is more normal for the longer periods. Some of those going on sabbatical leave may apply to the federal government-funded Social Science and Humanities Research Council for a research grant. A portion of these grants may be designated to supplement the reduced sabbatical salary.<sup>22</sup>

It is fairly common practice for the sabbaticant to be required to file an activity report at the end of the leave period. If the objectives of the leave have not been met, the prospects of the individual receiving sabbatical leave in future may be dim. In a survey of 21 Canadian universities, Booth and Higbee found that about one-half required the filing of a post-leave report. About one-half also had a limit on sabbatical leave funds; one-third had a limit on the number of faculty members who could be on leave in a given year; all expected the sabbaticant to return after leave.

University and college leave schemes are sometimes run on a break-even basis. Thus, when a teacher takes leave at 60 percent or 70 percent of salary, the remainder is used to hire part-time instructors. The courses usually taught by the sabbaticant may not be offered during the leave year and/or the course load of colleagues may be increased.

In Table 3-14 data on sabbatical leaves in Ontario universities are presented. During 1976/77, five percent of faculty members were on full or part year sabbatical leaves; another one percent were on unpaid leave of absence.

There are basically two types of sabbatical leave, only one of which may be considered educational leave by our definition.<sup>23</sup> University professors have three basic sets of duties: teaching, research and administration. When a professor spends a year on a research project he is not engaging in an educational program per se. Such a leave is in reality an extension and narrowing of normal duties. On the other hand, some professors, college teachers and school teachers take time off to complete degrees or to acquire new teaching, research or administrative skills. This type of leave would fit our definition.

Table 3-14: Summary of Ontario University  
Sabbatical Data: 1976/77

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	<u>Numbers</u>	<u>Percent</u>
Full-time faculty <sup>1</sup>	12,650	
Faculty on full year sabbatical	456	3.6
Faculty on part year sabbatical	171	1.4
Faculty on full year unpaid leave	102	0.8
Faculty on part year unpaid leave	31	0.2

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Source: Ontario Confederation of University  
Faculty Associations

<sup>1</sup> Statistics Canada 81-229

### 3. "Executive" Sabbaticals

Recently the concept of the "executive" sabbatical has begun to gain currency.<sup>24</sup> There appear to be four major types. Public service leaves usually involve service in non-profitable or charitable organizations; exchange programs between industry and business or between industry and education are also included within the concept. Educational leave may be taken in order to acquire advanced degrees or to attend programs such as the advanced management seminars offered by several universities in the United States and Canada. The final version of the executive sabbatical is the so-called "free-form" leave. Under such schemes, the specific program to be followed is negotiated between the individual and the organization. In some cases the "sabbaticant" engages in a project related to the job, in others totally unrelated subjects may be pursued. The alleged advantage to these schemes is that the executive returns to the job refreshed and with new ideas which will make him more productive. This effect has not, however, been verified by independent research.

Proposals have been made in recent years to extend the advantages of the sabbatical to all working people. One such proposal specifies that

"all persons including workers and housewives be entitled to a year off to pursue a different activity, with the government paying them a stipend of approximately two-thirds their current average earnings.

"Individuals would not be permitted to work at jobs for which they receive pay but would be encouraged to take up activities far removed from their usual work and training. Thus, a clerk might become a bus driver, a bus driver a sales representative, and a policeman a clerk. University courses might be designed specifically for sabbaticals."<sup>25</sup>

An American proposal calls for one million working people to be granted one year off in eight. Grants of \$10,000 each plus additional funds for educational expenses would be available to leave-takers from government. Employers would be required to replace all sabbaticants. Proponents of this scheme suggest that, due to the reduction in the pay-out of unemployment benefits, there would actually be a net savings to government.<sup>26</sup>

### Alternative Educational Delivery Schemes

Educational leave is not, of course, the only method for making educational programs more accessible to working people. During our inquiry we discovered several innovative schemes which improve the work/education link short of providing educational leave. Five such schemes are described below.

#### 1. University Education for Workers at Wayne State<sup>27</sup>

The University Studies/Weekend College (US/WC) program of Wayne State University in Detroit illustrates how financial incentives (GI benefits, employer-paid tuition), media (television courses), intensive instruction (weekend sessions), off-campus course offerings, an especially-designed curriculum, and intensive counselling can be combined to attract and successfully deliver a university degree program to workers who would not otherwise have engaged in post-secondary education.

Under the program, students may attend university full-time and still maintain a regular job. Courses are delivered in three formats: (1) a television course is broadcast each morning and repeated each evening and on weekends; (2) students receive in-class instruction in a four-hour block one evening a week. Many classes are held near to the place of work, union halls being frequently used. (3) Intensive weekend courses are offered two times a quarter.



The curriculum (which is interdisciplinary and especially designed for adult students) is fairly standardized, with few options, leading to a Bachelor of General Studies degree.

Students from the same or similar employers are organized in modules. Several teachers, administrators and counsellors are attached to each module. Intensive counselling and assistance with forms and red tape is provided to each student.

Recruiting of students is often carried out with the assistance of trade unions who have given their full support to the scheme. Many autoworkers from the manufacturing plants in the Detroit area are enrolled in the program. Their full tuition is paid from a collectively-bargained tuition refund scheme.

When the program first started, many students who were ex-servicemen qualified for regular GI benefits since they were attending school full-time. For a man with a wife and one child the benefit amounted to \$366 per month. The opportunity to acquire extra income attracted many who would not otherwise have enrolled. Although these benefits are no longer available, they provided an important boost in getting the program off the ground. Once the size of the program reached substantial proportions, it was able to continue without this financial bonus to potential students. Enrolments which

reached a peak of 3,500 have now stabilized at around 2,500. The average US/WC student is between 30 and 35 years of age, with a range between mid-20's and mid-50's.

According to program administrators, US/WC graduates have fared about as well as other university graduates in the job market. Of those who applied for graduate school, 85 percent were accepted. An assessment by an international team of evaluators gave the program high marks.<sup>28</sup>

## 2. Correspondence Study: The Open University<sup>29</sup>

More widely known is the highly successful British Open University (OU) which provides university instruction to adult students in a wide variety of subjects. OU students are all adults over 21 years of age. Courses are presented by a combination of correspondence materials, television and radio broadcasts, records, cassettes, film strips and video tapes. Person to person counselling is provided at study centres across the country. During the first year of studies towards a Bachelor of Arts (BA), students must spend one week "on campus" in the summer. Many employers permit students time off with pay to attend this session.

A wide range of program options including arts, mathematics, science and technology is available to the student. Although a degree program may be completed in three years, it takes the

average student between six and eight years to finish. Total enrolment in 1978 was 57,825. In contrast to other correspondence type programs, OU's dropout rate is low. Of those who registered during the university's first year of operations (1971), 52 percent (27,000) have now graduated.

No academic qualifications are required for admission and about 25 to 30 percent of new students have less than normal university entrance requirements. Sixty percent of the student body is in their late twenties and early thirties.

British employers speak highly of OU graduates and OU's success has produced emulation elsewhere. Several American universities are now successfully offering modified OU courses and a few Canadian universities have expressed interest in the educational technology developed by the Open University.

Although correspondence education is generally held in low repute by university educators, the success of the British Open University indicates that quality education can be delivered successfully by this method. The successes of the few Canadian universities - Waterloo, Athabasca and Memorial notably - which have pursued this route vigorously, further attest to the validity of well-designed home study.<sup>30</sup> However, correspondence study does appear to have limits. The great majority of Open University graduates come from middle-class backgrounds. Only ten percent of the graduates worked in

manual and routine non-manual occupations. Thus, correspondence study would appear to be most effective for the middle-class individual who has already learned how to learn.

3. Encouraging Employee Involvement in Education  
at Kimberly-Clark<sup>31</sup>

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The educational plan of Kimberly-Clark Corporation illustrates how a company might make a serious commitment to the educational progress of all of its employees.

Although many companies have tuition refund schemes, the take-up rate is generally low, in the range of four percent to five percent of those eligible.<sup>32</sup> The typical corporate plan is outlined in the company's personnel policies but most employees are not vigorously encouraged to take advantage of it. Kimberly-Clark's KimEd plan is designed to produce high participation and high employee involvement in their own educational development. Each employee has a company-funded personal education account. Total company allotment to the fund for each employee is worked out on the basis of a formula which takes into account the employee's performance rating, annual salary, and the earnings of the company. Employees are also awarded formula points if they submit a personal educational development plan. This requirement compels employees to actively consider their educational plans and long-term objectives.

Employees may draw from the fund to underwrite the costs of both job-related and general education courses although "hobby" courses (e.g. fishing, flying) are excluded. Most of the plan users register for job-related courses.

The fund is available to pay the costs of tuition, books, travel and accommodation, if required. Employees are required to take courses in off-hours if such courses are available. If the desired course or seminar is offered only at another location during working hours, up to two weeks leave with full pay may be authorized. The company also has a policy of granting up to one year extended educational leave with full pay in exceptional cases.

The scheme has produced impressive results. Whereas the normal tuition refund usage rate is four or five percent, at Kimberly-Clark, it is about 30 percent.

#### 4. Employee Development in the Trust Industry<sup>33</sup>

Small employers as well as large employers require broadly trained managerial, technical and professional employees. Although hard evidence is difficult to come by, it is generally conceded by those deeply knowledgeable about business practice that management in smaller and medium sized enterprises is under-educated and under-trained relative to the requirements of the position. In recognition of the problem and realizing that individually they could accomplish



little employers in a few Canadian industries have developed industry-wide management and professional development schemes. An excellent example is the program of the Trust Companies Institute, the training and development agency of the trust industry. The scheme provides for the development of general competence at the first level and specialized competence in various specialities at an advanced level.

The Associate level stream, which is designed to provide the employee-student with a broad knowledge of business consists of six post-secondary level courses in such subjects as management, business law, economics, accounting, electronic data processing, money and banking, organizational behaviour, psychology and sociology. These courses are offered by co-operating colleges and universities at times convenient to trust company employees. Those who work in isolated areas may take the courses by correspondence. All companies provide tuition refunds and some offer bonuses for courses successfully completed. A few companies have made arrangements for courses to be taught on company premises after hours. In one case, courses begin one-half hour before the end of the regular work day.

To receive the Associate level designation, an individual must have spent at least one year in the employ of a company affiliated to the Institute.



More specialized learning takes place at the Member level. Committees drawn from the ranks of management in the industry have established requirements for Member designation in all of the following areas: accounting, business valuations, corporate trust services, financial intermediary services, general administration, investment, marketing, mortgage service, pension trust services, personal trust services, personnel management, property management, real estate services, systems/EDP, and taxation. Candidates in most of these specializations are also expected to acquire a solid understanding of the major products and services of the Canadian trust industry.

In some cases, the Institute staff had to develop specialized learning materials because educational institutions had not produced texts or relevant courses. To be awarded Member designation, the individual must complete the technical requirements of the area and be employed in the trust industry for four years, two of which must have been at a senior level. Standard exams are set by the Institute. In many companies, instruction at this level is provided in-house during regular working hours.

Above the Member level is the Fellow. To become a Fellow one must complete a rigorous program of general management education prescribed by the Institute. Fellow designations

are only awarded to those with three to five years experience in a senior position.

The highest designation is Councillor which is awarded to top executives who have built a distinguished record within the industry.

The comment below, taken from one of the Institute's publications, indicates the need for the program:

"One senior manager reports that for the first time he has a number of people in his department who know more about mortgages than their own duties entail. What took him years to learn through on-the-job experience, his employees are learning in a matter of months."<sup>34</sup>

5. Upgrading the Skills of the Under-educated:  
Labourers' International Union Local 183

Job security and the highest remuneration consistent with the economic position of the company or industry have historically been among the dominant concerns of trade unions. As we have illustrated, an employee's job security and salary are very dependent upon education and training. Some unions, and in particular, those in public administration, services, construction and certain parts of manufacturing have long attempted to negotiate the availability and content of training.

By and large, however, vocational training has not been a union priority issue. In our survey, about 25 to 30 percent of the training and development plans in effect in unionized organizations had resulted from negotiations.<sup>35</sup>

The skills upgrading program of the Labourers' International Union, Local 183 in Toronto illustrates how a union might enhance the skills and therefore the job and wage prospects of its members.<sup>36</sup>

Courses are offered for union members at a special training centre between November and April when unemployment is high in the construction industry. Subjects offered include carpentry (two levels), steelman, pipelaying, roadbuilding, cement finishing, house/basement foreman, house/basement form setting and blue-print reading (three types). The courses which consist of 90 to 120 hours of instruction are delivered in a three or four week intensive format. A few courses are also offered in the evening. Each student is tested and graded in broad categories: sufficient, good, very good.

Instructors are drawn from supervisors and foremen in the industry. Most have no special teaching qualifications but the Labourers' Union has recently worked out a ten-hour course on instructional techniques with Humber College.

There are no academic qualifications for entrance into the courses. Most students are immigrants who have completed between three and six years of general schooling. Tuition is free.

Most of the day students are temporarily unemployed and receive unemployment benefits as the result of a special arrangement with the federal government. In addition, each student receives a bonus from a negotiated training fund equivalent to 25 percent of the UIC payment.

The program is financed from a fund created through collective negotiations with industry employers. Most employers pay five cents per hour per employee into the fund. The training centre is directed by a joint union-management board. It does not receive any government funds or subsidies other than the UIC agreement.

The primary purpose of the scheme from the union point of view is to make members more employable and to qualify them for higher paying positions. From the management perspective, the scheme provides more highly-qualified workers.

#### Improving the Relationship Between Work and Education

In this section we draw on the examples presented above as well as the European experience to discuss ways in which educational leave separately or in conjunction with other educational delivery mechanisms might be utilized more effectively to improve the relationship between work and education.

1. Industry-based programs which combine work experience with in-class instruction and lead to occupational qualifications could be greatly expanded. Apprenticeship training, despite many faults, works quite well when organized and delivered by responsible employers working closely with educators from technical institutions. In Germany, the availability of such programs is much greater than in Canada with very positive effects.<sup>37</sup> The British Government recently decided to expand programs of this nature to eventually include all young people entering the labour force without occupational qualifications. In a recent exercise by the federal Department of Industry, Trade and Commerce, several Industry Task Forces called for the expansion of programs utilizing the combination of on-the-job and in-class instruction.<sup>38</sup>

The need for an increase of such programs, especially for young people is clear. In 1976 over 370,000 youngsters with a secondary education or less left school. Approximately 40,000 were able to secure apprenticeship positions. In our survey less than 2,000 employees under age 20 were provided with time off for training in 1978.

2. The existence of capable and motivated employees whose talents are under-utilized because they do not have the qualifications to advance up organizational hierarchies is a major waste of potential productive effort. The expansion of career ladders in organizations could do much to

overcome this unfortunate situation. Companies are sometimes reticent to develop such schemes for fear of raising expectations beyond a level that might reasonably be reached. However, the experience of the Saskatchewan Government, Canadian National with its railway engineer scheme, the Leaside group and many others we have heard of or spoken to indicate that with care and planning, this effect need not be general.

3. A flexible work force can be a significant advantage to employers. Broadly trained employees are better able to understand the place of their specific job in the production process; they may be quickly reorganized to meet emergencies or new requirements; they may be the source of more creative and innovative ideas. The command of a broad range of skills is a clear advantage to employees who are thereby less prone to obsolescence and more mobile.

In Japan, broad-based training of employees is an essential feature of productive enterprise with excellent results.<sup>39</sup> The Moffat scheme illustrates how the principle might be applied in Canada. There are, of course, numerous institutional and psychological barriers to training of this sort. Craft unionists, for example, have traditionally protected their work jurisdiction by negotiating contracts which



forbid non-journeymen to do the work of fully skilled craftsmen. Some employees may see training as an unpleasant new burden. However, collective agreements may be renegotiated. The productivity bargaining of the past few decades indicates that long held union rules are not sacred.<sup>40</sup> Moreover, financial incentives have proven to be very effective in eliciting employee motivation to learn as evidenced by the Moffat and Trust Companies schemes and several others we have become aware of during the inquiry.

4. To individual small employers, substantial training may be prohibitive. However, in concert much may be accomplished. There is, of course, intensive competition in some industries and this fact has been held up as an insurmountable barrier to cooperation. Our inquiry does not support that contention. Training cooperation and business competition coincide successfully in the trust industry, for example. Competition downward, by not doing what is essential, is deleterious to the entire economy and may be overcome if there is a will to do so, or if there is governmental pressure to do as in Germany, Britain and France.

5. Adult illiteracy, like alcoholism, may be considered a social disease. Individuals in possession of the affliction are unwilling to admit to it, but it is exceedingly destructive. Employer-sponsored rehabilitation programs designed for alcoholics have been very successful and we believe a similar success might be achieved in regard to illiteracy.<sup>41</sup>

Briefs presented to the Commission from a few employer spokesmen indicate that some employers of the illiterate and under-educated are disinterested in encouraging or assisting their employees to acquire literacy education. They fear that individuals who upgrade their education will acquire the desire and motivation to move to more remunerative and rewarding employment.

We hope that such cases are an aberration rather than the norm and that most employers will be anxious to assist their illiterate employees to attain basic levels of social competence.

Unions, many of whom have taken up the struggle against alcoholism, might also give more consideration to the issue.

The Leaside program provides an example of what might be done.

6. With the expansion of social legislation and legal requirements, the need for union representatives to participate in labour education has increased across the industrialized world. Every country visited by the Commission recognized the need for well-trained worker representatives. The programs developed by Labour College and the U.A.W. in Canada and Antioch-Meany Center in the United States illustrate how the requisite education might be delivered. A major expansion of union training would certainly be in the best interests of the country.

7. Throughout this report we have referred to the need for vocational training. As several of the examples in this chapter illustrate, it is very difficult to separate vocational and general education. There is clearly a need for more education which would enhance vocational competence. In many cases, as illustrated by the Saskatchewan ADP, Leaside, Trust Companies Institute and other schemes, education considered by some to be "general" is considered by others to be "vocational".

We believe that there is sufficient reason to be concerned with the availability of all forms of education which would lead to greater vocational competence. We have also made a

case for more adult literacy education and more union training. However, we believe that the argument for the expansion of educational opportunities which have little demonstrated connection with employment or productivity is unconvincing. "Free-form" leaves are a very new development and before an initiative to make such leaves more available is taken, additional experience should be gathered.

8. In Chapter 2 we noted several barriers faced by adults desiring additional education.

Chart A recapitulates the major obstacles faced by working adults and the potential of educational leave and other techniques for overcoming the problems.

Day release with adequate financial entitlements would be responsive to the problems of fatigue, costs, bureaucratic barriers, length of program and inconvenient hours. Day release might also help to overcome the problem of course unavailability if the courses were offered during relatively convenient daytime hours (e.g. two o'clock to five o'clock; three o'clock to six o'clock, etc.). Family responsibility problems might also be overcome if sufficient time both to attend classes and to study for exams was made available. If employee development schemes which provided for career ladders were built on the day release principle, the problem of advancement opportunities could also be addressed.

Chart A: Educational Access Problems of Potential Adult Students and Possible Solutions

Obstacles to Adult Education	Possible Solutions				Other Changes
	Paid Educational Day Release	Block Release	Leave Extended Leave	Alter Traditional Programs	
Programs not available	maybe	maybe	yes	To some extent	
Fatigue	yes	yes	yes	no	
Costs	yes	yes	yes	no	More money to part-timers
Family responsibilities	to some extent	maybe	maybe	no	Child care
Lack of opportunity for advancement	maybe	maybe	maybe	no	Better career planning in industry
Lack of information	no	no	no	no	Better counselling
Failure to qualify	no	no	no	entrance req's. credit articulation	
Bureaucratic barriers	to some extent	to some extent	to some extent	no	Offices open at night, special assistance
Time (length of program)	yes	yes	yes	maybe (e.g. Wayne State)	

Chart A (Cont'd)

Obstacles Adult Education	Possible Solutions				Other Changes
	Paid Day Release	Educational Block Release	Leave Extended Leave	Alter Traditional Programs	
Residency requirements	no	maybe	yes	yes	
Curriculum	no	no	no	yes	
Credit articulation	no	no	no	yes	
Distance	no	yes	yes	Correspondence, etc.	
Inconvenient hours	yes	yes	yes	maybe	



Whereas day release would not be responsive to the problems of distance and residency requirements, block release and long-term leave would be.

The chart illustrates, however, that no form of educational leave can overcome all of the existing barriers. The problems of credit articulation, appropriate curriculum and failure to qualify can only be removed through internal changes in educational institutions. Examples presented above indicate how these often unnecessary barriers may be removed.

Solutions to existing problems other than educational leave might also be devised. Better financing of part-time education as well as incentive schemes would help to overcome the cost barrier. The greater availability of child care arrangements might make it easier for more women to participate in evening education. Better career planning in industry and the establishment of more ladders connecting related occupations would be responsive to dead-endedness. Ignorance and fear of education can only be addressed through better information delivery plans. Person to person counselling appears to be the best method of recruiting the under-educated individual. Universities and colleges might make greater efforts to offer courses at times and places convenient to adult students and to provide counselling and administrative assistance at convenient times.

The use of modern media and correspondence technology could be responsive to the problems of distance and inconvenient hours but many prospective students are unlikely to be receptive to such techniques. The Wayne State program illustrates how even the problem of time may be overcome through the creative use of alternative educational technology. In short, various combinations of approaches might be appropriate in any given situation. Educational leave has particular merit as a technique for reducing the time necessary to complete educational programs, for overcoming the problem of distance, for creating programs which combine practical experience and academic study, and for providing an incentive to those who would not otherwise enter educational programs.

We believe that many of the obstacles facing the potential adult learner are unnecessary and unjust. Immediate efforts to remove them are strongly indicated.

#### NOTES

1. An explanation of the survey is provided in Appendix B.
2. Each establishment was asked to indicate trainees by sex. In those organizations which were able to do so, 33 percent of the trainees were reported to be women, precisely the same distribution as in the overall sample. A much larger percent of managerial, professional and executive employees as well as non-office employees who received training were men. This distribution is reflective

of the employment distribution of men and women. Other investigations, we should note, indicate that women are significantly less likely than men to receive training. See, for example, Statistics Canada, The Labour Force, January, 1975.

3. Statistics Canada, Training in Industry 1969-70, Ottawa: Information Canada, February, 1973, Table A, p. 10.
4. Training for Ontario's Future, Report of the Task Force on Industrial Training, Toronto: Ontario Ministry of Colleges and Universities, 1973, p. 63.
5. Statistics Canada, The Labour Force, January 1975. In conjunction with the work of the Commission, the Employers' Council of British Columbia surveyed 62 companies operating in that province. Responses to the Council inquiry indicated that 42 percent of the 93,000 covered employees participated in an educational program. The results of the British Columbia survey were received too late for a thorough assessment by the Commission.
6. The Commission is grateful to the Career Development Office of the Government of Saskatchewan for providing information on this scheme and to Ms. Joyce Blake of the University of Regina for bringing it to our attention.
7. Sangano Electric Co., Honeywell Controls Ltd. and Phillips Electronics Ltd. They were joined by DRG Packaging in 1964. Much of the information in this section is based upon an address given in 1964 by Mr. Keith Richan of Phillips Electronics. The address was entitled "The Leaside Project, An Experiment in the Upgrading of Employee Skills and Potential for Retraining". The Commission is grateful to Mr. Richan for permission to refer to his report.
8. Richan, Ibid.
9. Information in this section was provided to the Commission by the Moffat Corporation. We appreciate the cooperation of the firm.
10. From Williams, David, A Brief to the National Commission on Paid Educational Leave on Behalf of the Dalhousie Faculty Association, March, 1979.

11. We are grateful to provincial authorities for providing information on apprenticeship training. For a discussion of the development of apprenticeship in Canada see Dupré, J. S., D. M. Cameron, G. H. McKechnie and T. B. Rotenberg, Federalism and Policy Development, Toronto: University of Toronto Press, 1973.
12. Observations in this section were derived from briefs presented to the Commission, discussions with experts in the field, and various published accounts. See, for example, Fluxgold, Howard, "Courses Outdated, Apprentices Drop Out in Droves", Globe and Mail, October 31, 1978; Speirs, Rosemary, "Failure by Firms to Train Apprentices Blamed for Need to Recruit Overseas", Globe and Mail, May 2, 1979; Fluxgold, Howard, "More Ontario Firms Get Aid in Search for Foreign Workers", Globe and Mail, May 3, 1979; Irvin, Trish, "Apprenticeship Programs Need More Students", Ottawa Journal, February 9, 1979; Clodman, Jo Mira, "A Skilful Way to Find Skilled Staff", Hamilton Spectator, February 27, 1979; Currie, Coopers and Lybrand Ltd., The Costs and Benefits to Employers of Apprentice Machinists in Ontario, Report to the Ontario Ministry of Colleges and Universities, February 1, 1978; Robertson-Nickerson Report, op.cit.
13. At the Toronto hearing, the Commission interviewed several graduates of the U.A.W. program. The Commission is grateful for information provided by the U.A.W. and in particular to Mr. Gordon Wilson and Mr. Daniel Benedict.
14. Information on this scheme was provided by Hayes-Dana Corporation. The Commission is thankful to Mr. Woody Morcock, President of Hayes-Dana, for the cooperation of the firm.
15. From information provided by Antioch College.
16. From interviews with the staff of P.I.T.S. as well as P.I.T.S. publications Information Bulletin and Training Planning Guide 1978-1979. The Commission is thankful to Mr. Bud Zahary of Northern Alberta Institute of Technology for bringing the scheme to its attention.
17. From information gathered by Professors Litvak and Maule as well as interviews with CN employees.

18. Employees in Public Administration and Services appear to be those best informed about the existence of and provisions for extended educational leave. See Litvak and Maule, op.cit.
19. Litvak and Maule, op.cit.
20. Ibid.
21. See Ingraham, M. H., The Outer Fringe: Faculty Benefits Other Than Annuities and Insurance, Madison, Wisconsin: University of Wisconsin Press, 1965; Eberle, A. W. and R. E. Thompson, Sabbatical Leaves in Higher Education, Bloomington, Indiana: Student Association of Higher Education, University of Indiana, 1973 and Booth, S. C. and E. C. Higbee, A Comparative Study of Sabbatical Leave Practices in Selected Commonwealth and U.S. Universities, Hamilton, Ontario; Office of Institutional Research, McMaster University, February 20, 1974.
22. Grants are available to professors in the Social Sciences and Humanities who plan to undertake a major research project. A research proposal must be submitted and awards are made on a competitive basis. Approximately one-third of those who apply are awarded grants. The grant plus the sabbatical salary may not exceed the sabbaticant's regular salary. Information provided by the Social Sciences and Humanities Research Council, Ottawa.
23. This point was made by the Canadian Association of University Teachers and by several other university faculty associations in their briefs to the Commission.
24. See Healy, John M., "The Sabbatical - Executive Style", Dun's Review, March, 1974; "Letting the Boss Take a Sabbatical", Business Week, April 8, 1972; Macbeth, Mike, "Executive Refresh Thyself", Canadian Business, August 8, 1978; "Executive Sabbaticals - A 'Fringe' that Pays Double Dividends", U.S. News and World Report, January 20, 1975; Tsaklanganos, Angelos A., "Sabbaticals for Executives", Personnel Journal, May, 1973.



25. Orr, Graeme, "Sabbaticals for All", Atlas World Press Review, June, 1977.
26. Feinstein, Otto, Associate to the Office of the Vice President for Urban Affairs, Wayne State University, Internal memorandum dated April 30, 1977. The document was made available to the Commission by Dr. Feinstein.
27. Feinstein, Otto and Frank Angelo, To Educate the People, Detroit, Michigan: Center for Urban Studies, Wayne State University, 1977. In November of 1978, the Commission visited Wayne State University. We are very grateful to Otto Feinstein and Eric Fenster for their hospitality and cooperation.
28. Bertelsen, P., P. Fordham and J. London, Evaluation of the Wayne State University's University Studies and Week-end College Programme, Report prepared for the Government of the United States of America by the United Nations Educational, Scientific and Cultural Organization (UNESCO), 1977.
29. From data and information provided by the British Open University. In particular see An Introduction to the Open University, Milton Keynes: The Open University, 1978.
30. See Leslie, James D., "The University of Waterloo Model for Distance Education", Canadian Journal of University Continuing Education, vol. VI, no. 1, Summer, 1979 and the briefs presented to the Commission by the University of Waterloo, Athabasca University and the Division of Part-time Credit Studies of Memorial University.
31. Based on information provided by the corporation. See also "Tuition-Aid Concepts at Kimberly-Clark Show Dramatic Results", Training and Development Journal, December, 1977. The Commission is grateful for the assistance provided by Kimberly-Clark.
32. O'Meara, J. R., Combatting Knowledge Obsolescence II: Employee Tuition Aid Plans, Studies in Personnel Policy, no. 221, New York: National Industrial Conference Board, 1970.



33. From the brief of the Trust Companies Institute to the Commission and additional information provided by the Institute. We are especially grateful to M. Elizabeth (Betty) Smith, Director of the Institute, for her co-operation.
34. The Institute, vol. 2, no. 1, April, 1978, p. 2.
35. There were, for example, 1,823 establishments in the sample with a training plan for non-office employees who were classified as unionized. However, only 481 training plans came into effect as a result of collective bargaining.
36. Based on information provided by Mr. J. Carraro, Director of the Training Centre, to the Commission. We are thankful to Mr. Carraro for his cooperation.
37. In addition to our assessment of Germany in Chapter 1, see Kiesewalter, D. P., "Vocational Training and Skill Development, A Comparison between Canada and West Germany", Canadian Vocational Journal, vol. 14, no. 1, May, 1978.
38. See, for example, the reports of the electrical, food and beverage, forest products and footwear industries.
39. For a useful and interesting contrast of training in Canada, Germany and Japan, see Weiermair, K., "Industrial Training and Industrial Excellence: Canada's Record in International Perspective", paper delivered at the Ninth Annual Management Research Forum, Wilfrid Laurier University, September 30, 1978. Copies may be obtained from Professor Weiermair, Faculty of Administrative Studies, York University, Toronto. See also, Whitehill, A. M. and S. Takezawa, The Other Worker: A Comparative Study of Industrial Relations in the United States and Japan, Honolulu: East-West Center Press, 1968.

40. See, for example, Kruger, A. A., "Human Adjustment to Technological Change: An Economist's View", Relations Industrielles, vol. 26, no. 2, April, 1971.
41. See, for example, Schramm, C. J. (ed.), Alcoholism and Its Treatment in Industry, Baltimore: Johns Hopkins University Press, 1977.

## CONCLUSIONS AND RECOMMENDATIONS

### Basic Findings

Our findings may be briefly summarized:

#### a. The Need

1. The opportunities available to working Canadians to prepare for occupational careers, to advance upward in organizational hierarchies, and to upgrade and maintain their skills are inadequate.

2. There is a major problem of adult illiteracy which is now being essentially ignored by public authorities.

3. Union representatives are under-trained in relation to the requirements of their function.

b. The Efficacy of Educational Leave

The existing problems cannot be overcome entirely by the greater availability of time off from work. Educational leave could, however, be used more effectively than is now the case. For some working Canadians to have reasonable access to educational institutions and programs the availability of educational leave is essential.

c. The Costs and Benefits

The net cost or benefit of any educational leave scheme is dependent on its particular design. The European and North American experience indicates that it is possible to construct educational leave programs which do not produce inordinate abuse and disruption and result in significant benefits relative to the costs.

General Recommendations

Our analysis of the educational needs, problems and opportunities of working Canadians as well as our assessment of the efficacy of educational leave, leads us to the following conclusions and recommendations.

- a. The education and training opportunities of working Canadians should be improved

Adults should have reasonable opportunities throughout their lives to improve their occupational qualifications and to prepare for alternative occupations. Steps should be taken to ensure that mainstream educational programs are equitably available to all regardless of age or occupational status. Unnecessary and unjustifiable barriers to educational opportunities should be removed and more use should be made of alternative educational delivery systems.

- b. Industry-based general vocational training should be expanded

Apprenticeship training and other industrially-based programs leading to higher occupational qualifications should be made more available. Programs which combine practical experience and academic education and lead to legitimate certificates, diplomas and degrees are particularly recommended.

- c. A campaign against adult illiteracy should be undertaken

Adult illiterates should be given special encouragement to overcome their handicap. The greater availability of educational leave, particularly of the day release type, would be a valuable incentive.

- d. Union representatives should be able to take time off from work for labour education

Union representatives should be able to take sufficient time off work to acquire the knowledge and skills necessary to carry out their functions in an effective and responsible manner.

- e. Professionals and other skilled people should be expected to keep their skills up to date and should have the means to do so

Professionals should have the responsibility to keep current with their fields. Professionals as well as skilled people generally should also have the means to keep up with technological and intellectual developments in their areas of endeavour.

- f. Priority should be given to the education and training needs of those with special problems

Special consideration should be given to the education and training needs of:

1. young school leavers who lack occupational qualifications
2. people in dead-end jobs
3. women
4. people who work inconvenient hours
5. people who do not live within commuting distance of relevant programs



6. people who work in particularly fatiguing jobs
  7. immigrants
  8. people with low incomes and short educations
- g. The cost of vocational education and training should be borne more equitably among enterprises and between industry and society

Recommendations for Federal Government Action

a. Ratification of ILO Convention No. 140

We recommend that Canada ratify Convention No. 140 of the International Labour Organization. Ratification by Canada would demonstrate a commitment to the above goals and recognition that educational leave is an appropriate, and in some cases a necessary, method for achieving the objectives.

To be in compliance with the Convention, Canada would be required to "formulate and apply a policy designed to promote...the granting of paid educational leave for the purpose of training at any level, general, social and civic education, and trade union education." Because of many misunderstandings which we have encountered during the inquiry, we feel it necessary to state what, in our judgement, ratification does and does not mean.

It does not necessarily mean that every working person would have a legal right to educational leave.

It does not necessarily mean that employees granted educational leave would be entitled to salary continuation.

In our view, ratification implies that Canada will "formulate and apply a policy" designed to be responsive to the education and training needs of working people and that educational leave should be utilized as part of the policy to the extent that such an approach is warranted.

Ratification also implies, in our view, that educational leave without adequate financial entitlements is likely to be ineffective in achieving desired results.

In the convention, leave with adequate financial entitlements is synonymous with paid educational leave. It implies that sufficient financial resources should be available so that the desired results of the policy are achieved. For some, this may mean full maintenance of income; for others, partial income maintenance and for still others, it may mean special financial compensation. Finances might be made available through government grants and loans, through the establishment of special funds made available from other sources and through the provision of compensation and education costs by the employers.

b. Initiation of national discussions on the education and training problems of working Canadians

The problems to be solved are largely educational in nature but the current and future economic performance of the nation is critically dependent on their successful resolution. While education is principally a provincial responsibility, the performance of the economy is primarily the responsibility of the federal government. Thus, a joint federal-provincial approach to the issues outlined here is appropriate. Although our mandate is a federal one, we are convinced that any action taken exclusively by the federal government would not be maximally effective.

Therefore, we recommend that the federal government initiate discussions with the provinces and with representatives of organized labour, industry and education with a view towards developing a comprehensive approach to the education and training problems of working Canadians.

Recommendations Intended to Serve as a Basis  
for Discussion Between the Federal and Provincial  
Governments and Representatives of Organized  
Labour, Industry and Education

a. Removing barriers to education

To ensure the easier access of working adults to educational institutions, all of the following changes should be given consideration:

1. The universal application of mature admission standards
2. Equality in the fees charged to part-time and full-time students
3. The granting of credit for relevant experience and for courses taken at other institutions
4. The relaxation of residency requirements
5. The greater availability of full programs, in contrast to occasional courses, at times and places convenient to working people
6. The provision of counselling and assistance at convenient times and places

7. The greater availability of financial support to part-time students

8. The provision of more adequate financial support for low-income, under-educated adults who would return to school on a full-time basis

9. The more extensive use of alternative educational delivery techniques

10. The development of more certificate, diploma and degree programs built on the day release and block release principles.

b. Expanding industry-based programs: a training levy proposal

To encourage industry-based training, government now provides various forms of training subsidization. In our judgement this approach has not been effective. We believe that employers have a responsibility to engage in vocational training and we suggest that this responsibility would best be carried out through the medium of a training levy universally applicable to Canadian industry. This technique it seems to us is likely to be more effective in producing a major expansion of industry-based education and training than any of the alternatives.

The levy would be, in effect, the level of expenditure required to be made by employers on vocational training. Against the levy, employers should be able to write off the costs of apprenticeship training and other programs leading to improved occupational qualifications. Such training should be of value not only towards the short-run objectives of employers, it should also meet the general training needs of employees. Therefore, only programs which lead to legitimate certificates, diplomas and degrees should qualify for credit.

We realize that in addition to spending on the general training recommended here, employers will still need to spend on job-specific training. At present, the federal government spends 2.2 percent of payroll on training. Data on overall spending on training in Canada is not available. However, we do not feel that it is unreasonable to expect Canadian industry to devote two percent of payroll to employee training and development. We also believe that at least one quarter of the spending should be on general training. Therefore, we recommend that the levy be 0.5 percent of payroll.

The assessment of a levy would result in considerable savings to government. Various training subsidy programs could be phased out or drastically reduced. We believe that this saving should be returned to industry in the form



of a tax reduction. Employers who spend the full amount on the specified training should have their tax liability reduced by an amount greater than their expenditures. Those who do not fulfill their training responsibility by spending at least 0.5 percent of payroll on specified training would be required to remit the difference to the government.

Employees on leave under employer-initiated schemes should not suffer loss of income. Salary payments to those on leave should be deductible from the levy.

This plan would be responsive to many existing problems:

It would produce a major expansion not only of apprenticeship training but also of the entire range of occupational skills training.

The costs of occupational education would be more equitably distributed both among employers and between employers and society.

It would improve the vocational training and development opportunities available to working people.

School-age young people would have a viable alternative to continuing in school on a full-time basis.

Quality standards would be maintained by the requirement that approved programs must lead to legitimate certification by recognized academic institutions.

The amount of bureaucratic red tape involved in accessing current training support schemes would be sharply reduced.

The plan permits considerable flexibility. Employers would be able to negotiate educational programs more responsive to the needs and demands of industry.

The plan also allows for union-management negotiation over the distribution of education and training funds and the content of the educational scheme.

c. Establishment of a vocational development fund

We hope that employers would spend a substantial part of the levy on occupational skills programs for the vocationally under-educated - principally those with a secondary education or less. We do not believe, however, that industry should be compelled to do so. Instead, for the plan to be maximally effective, employers should be able to determine their own needs and to negotiate responsive programs within the broad guidelines noted above.

In addition to the training which would result from the levy system we also believe that individuals who have not benefitted from advanced occupational education should be accorded the means to do so. In many cases the most practical and effective method for individuals to gain access to vocational programs of their choice is via educational leave.

Such individuals should be able to apply to a government-financed vocational development fund for stipends which would allow them to defray the costs of additional education.

Priority should go to:

Those who have not had the benefit of a post-secondary education.

Those who want to enter or complete programs leading to occupational qualifications which are likely to result in significant improvements in their economic and social prospects.

Individuals awarded benefits should have the legal right to take time off from work, without prejudice, sufficient for them to successfully complete the program of studies. Employers who expect operating difficulties to result from such a leave should have the right to delay it for a period sufficient to make necessary adjustments.

d. A right to leave for trade union training

We believe that union representatives should have the legal right to take reasonable time off with adequate financial support to acquire the skills necessary to perform their functions competently. This right is well established in comparable industrial countries and it is, more or less, standard practice for progressive Canadian employers to permit such time off either by contractual agreement or as a result of ad hoc arrangements.

We have not been able to agree on the most appropriate method or combination of methods for generating the necessary funds. We are in agreement, however, that government has a responsibility to provide a substantial proportion of the financing. The importance of union education to the national welfare is comparable to the many other forms of education now financed heavily by government.

e. Day release for literacy education

To adequately address the severe social and economic problem of adult illiteracy special incentives are required. Because illiteracy is an embarrassment to many adults they are not likely to respond to regular educational programs. We believe, however, that employer-based day release schemes could be effective. We do not believe that employers should be required to finance the costs of literacy training. Therefore, we suggest the establishment of an adult illiteracy fund. Grants from the fund could be made available to individual employers, to trade unions, to educational organizations or to the employee himself.

Ideally, the employer in conjunction with an educational organization and a trade union, if one is present, would establish a scheme. The educational organization would receive

a grant sufficient to cover educational delivery costs. Employers would continue to pay salary and benefits during the periods spent on education. The employer would then bill the fund for the salary and benefit cost.

In cases where such cooperation could not be arranged, the employee should be able to enrol in legitimate literacy training programs. To those enrolled in such programs, the employer should be legally required to provide reasonable time off with pay. Compensation to the employer should be provided from the fund.

f. A registered educational leave plan

We found considerable support among employer organizations, worker organizations and educators for the establishment of a Registered Educational Leave Plan modelled on currently existing Registered Home Ownership Savings Plans and Registered Retirement Savings Plans. This type of scheme would be of little value to the low-income person with few discretionary funds available. It would be very useful, however, to professional and highly-skilled people. It would provide them with an incentive to set aside the funds needed to finance periods of leave during which they could renew and update their general

qualifications or prepare for more advanced positions. Therefore, we suggest that all employees be legally permitted to deposit \$2,500 each year into a Registered Educational Leave Plan.

Monies placed in such funds would not be taxable during the year they were deposited. If used for the purpose of educational leave, they would not be taxed in the year withdrawn providing the individual received no income from employment during the period of the leave.

Obviously savings of this sort would be of little value if employers refused to grant periods of unpaid leave. Evidence collected during our inquiry suggests that employers could grant such leaves within reasonable limits and still operate efficiently and productively.

We considered the question of a general legal right to educational leave but could reach no agreement on this point. The primary objection to the establishment of such a general right rests upon the lack of evidence as to a marked need and to a demonstrated demand. We, therefore, suggest that government follow developments in industry and if a clear case for general access to leave for reasonable educational purposes is demonstrated in future the establishment of a general right should be considered.



g. A thorough investigation of management education

Quite clearly, productivity is dependent to a large degree on the ability of supervisors, managers and entrepreneurs to combine the elements of production. However, although considerable resources are currently devoted to management education, there is widespread criticism of management performance.

Therefore, we recommend that a major in-depth investigation be undertaken to objectively determine the current level of management performance, and the adequacy of management education.

h. A national education and training agency

We believe that consideration should be given to the creation of a National Education and Training Agency directed by representatives from labour, management, education and governments, with the following responsibilities:

1. To devise ways whereby better information on education and training opportunities and programs would be disseminated to working people and employers.

2. To support research on the relationship between work and education.

3. To assist employers to establish education and training schemes consistent with the needs of industry and of employees.

4. To assist trade unions and professional organizations to establish programs responsive to the requirements of their members.

5. To manage the funds for vocational training, trade union education and illiteracy education.

We are quite conscious of the prevalent feeling against the expansion of government bureaucracies. The establishment of such a coordinating agency would go far to improve the currently confused and disconnected situation.

We are also aware of the constitutional impediments to a national effort concerning education and training. We believe, however, that such a national agency would be in the best interests of each individual province as well as the country as a whole.

## APPENDIX A: COMMISSION OPERATIONS

One of the first tasks of the Commission was to formulate a working definition of educational leave and the following was decided upon: "time off granted to an employee for educational purposes during normal working hours". This definition, which was essentially the same as the one adopted by the International Labour Organization, included a very wide range of situations. "Leave" could be either employee or employer initiated. It could be for a very short period of time (a few hours) or for a long period (several months or years). It could be granted on an ad hoc basis or the procedure could be very formal.

The definition also excluded many related issues and questions. For example, the fields of adult education and manpower policy are concerned not only with employed people but also with the unemployed and those not in the labour force.

A thorough consideration of "lifelong learning" would have to take such people into account. Because of the mandate and limited resources of the Commission, we felt that it would be not only inappropriate but also impossible to investigate the entire question of lifelong learning. Thus, we restricted our attention to the needs and problems of working people.

A major objective of the Commission was to encourage maximum participation by those parties who might be affected by the outcome of the inquiry. Therefore, invitations to present briefs were sent to approximately 1,500 individuals and organizations from the business, labour and education communities. To assist the parties to prepare briefs, a discussion paper (Annex A-1) outlining the issues and a preliminary annotated bibliography were made available.

Thirty-one days of hearings were held across the country. Altogether, the Commission heard 100 presentations and received 182 submissions. Lists of presentations and submissions are appended as Annex A-2 and Annex A-3.

To acquire first-hand knowledge of European practice, the Commissioners made a study visit to Great Britain, France, West Germany, Sweden and Belgium. A list of those interviewed in Europe is appended as Annex A-4. A copy of Convention No. 140 of the International Labour Organization is included as Annex A-5. Finally, several of the research projects initiated by the Commission are listed in Annex A-6.

Annex A-1

Educational Leave: A Discussion Paper

EDUCATIONAL LEAVE: A DISCUSSION PAPER

During the past decade the concept of educational leave has been the subject of considerable international attention. In 1974 the International Labour Organization, a tripartite (Business, Labour, Government) agency associated with the United Nations, passed a recommendation and convention on the issue and several European countries have introduced legislation concerning educational leave. It was in this milieu that the Minister of Labour for Canada, on May 31, 1978, appointed a Commission on Educational Leave and Productivity. Specifically we have been asked to accomplish the following by June 30, 1979:

1. to inquire into public awareness, interest in and commitment to leave for educational purposes
2. to review current practice both in Canada and elsewhere
3. to receive briefs from concerned persons containing their views on various systems of leave for educational purposes
4. to make an assessment of the cost-benefits of educational leave and its impact upon productivity and employment
5. to make such recommendations with respect to public policy or policies that might be adopted by labour and management as may seem appropriate
6. any matters incidental or relating to any of the foregoing matters.

In order to fulfill our mandate, we plan to receive briefs from interested parties and to hold hearings across the country. This discussion paper has been prepared in order to assist parties to prepare their submissions.



### The Background

After some ten years of discussion the ILO, in 1974 recommended that each of its member countries (of which Canada is one) "should formulate and apply a policy designed to promote, by methods appropriate to national conditions and practice and by stages as necessary the granting of paid educational leave for the purpose of -

- a) training at any level;
- b) general, social and civic education;
- c) trade union education."

Paid educational leave was defined by the ILO as "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements." In short, the concept is a very open and flexible one. As defined by the ILO it would include: leave granted to union officials to attend labour education courses, leave granted to federal government employees to study intensively one of Canada's two official languages, time granted by industrial enterprises to employees so that they might attend seminars and conferences related to their work, leave granted to skilled worker trainees under apprenticeship programs, leave granted to employees during their normal working hours so that they might attend a one- or two-hour course, sabbatical leave granted to university professors and some business executives, and professional development days taken by school teachers.

Unlike the ILO convention our mandate is not restricted to "paid" leave and therefore would include unpaid leaves currently granted to employees so that they might return to university or college.

In addition to the foregoing examples there are several additional related educational activities. For example, the Canada Employment and Immigration Commission supports several programs designed to provide training for those who are unemployed. Canadian adults take night school courses provided by school boards, colleges, universities and other organizations. The cost of these courses is sometimes borne by employers. Such activities would not appear to fall within any reasonable definition of educational leave. They are, however, of interest to the Commission to the extent that they may affect and be affected by educational leave schemes.

#### Educational Leave Schemes

As should be apparent from the above discussion, educational leave is not a new concept and indeed many Canadian employees are the beneficiaries of existing schemes. From current data we are unable, however, to estimate the extent and variety of such schemes and would welcome submissions in this regard. We also plan to systematically

survey Canadian practice to the extent possible given the constraints of time and money. The foreign experience will also be surveyed. To date a good deal of research on European practice has been carried out and we plan to update that research.

The universe of possible educational leave schemes is limited only by the imagination. Experience to date indicates that when considering educational leave, several questions must be addressed.

1. How is it, or might it be, introduced?

There are three primary modes: by employers unilaterally, via collective bargaining and via legislation. Our preliminary research indicates that most existing educational leave in Canada has been introduced unilaterally by employers. In Europe a combination of all three methods is to be found. Legislation has become more prevalent in recent years and may be found in several countries including West Germany, France, Belgium, Sweden and Great Britain. Examples of both the collective bargaining and legislative route are to be found in Canada, however. Some unions for example, have recently negotiated clauses permitting officials to take time off to attend courses on trade

union practice. In at least one province, New Brunswick, a bill has been introduced which would require employers to grant unpaid educational leave to their employees. The ILO recommendation does not suggest any specific method of introduction. Rather it suggests that each country promote educational leave by methods appropriate to national conditions.

## 2. Leave for what purpose?

In Canada most existing leave appears to be granted for job or career training and to a lesser extent for trade union training. The ILO recommendation also notes education for general, social and civic reasons as being appropriate objects of paid educational leave.

## 3. How much leave?

Generally the amount of leave granted to an employee in Canada is at the discretion of the employer. University sabbatical leaves are typically for six months to one year duration and an employee is eligible every seventh year. French legislation grants up to 1200 hours of leave and some German legislation provides for one or two weeks each year.

4. An employee right?

It would appear that most existing educational leave in Canada is granted to employees by employers for lengths of time and for purposes decided by the employer. Some European schemes, however, have established the right of employees to take educational leaves of varying amounts for purposes the employee deems most appropriate within guidelines established by legislation. The ILO refrained from recommending the establishment of a new employee right to educational leave. It did recommend, however, that "workers should remain free to decide in which education or training programmes they wish to participate".

5. Who should be eligible?

Preliminary European research indicates that those who are most educated are most likely to take advantage of educational leave. In order to avoid an enlarging gap between the highly educated and the under educated some European countries have introduced legislation providing special incentives for the latter group while restricting the access of the former.

6. Who should pay?

The cost of educational leave as it currently exists in Canada would appear to be borne primarily by employers. Under some European legislation, the cost is shared by government.

The following questions emerge from this overview:

Is current practice in Canada adequate? If not, should the government adopt a policy of encouraging the further development of educational leave via unilateral employer decisions, via collective bargaining and/or via legislation?

Should employees have a right to educational leave? If so, for what purposes: vocational training, general and social training, trade union education; and for what length of time?

Should everyone be equally eligible for leave or should there be special incentives for the under educated?

Who should bear the cost of educational leave?

#### The Impact of Educational Leave

The most difficult part of our task will be to make an assessment of the impact of educational leave. During our preliminary work we have uncovered a substantial list of potential costs and benefits. It has been suggested that a well developed system of educational leave may have all of the following beneficial effects:

- The productivity of the work force may be increased both by the training which occurs while the employee is on leave as well as by the subsidiary effects of educational leave.



- The motivation of employees to produce may be increased as a result of the knowledge that advancement is more possible.
- Employees may be less prone to absenteeism if they are able, through educational leave, to expand their knowledge of work and their position and opportunities within the system.
- Capable employees may be attracted to undesirable jobs if they are convinced that through educational leave they may be able to eventually qualify for more interesting and demanding positions.
- Employees may be less prone to skill obsolescence if educational leave opportunities are available.
- The problem of functional illiteracy in adults may be reduced through the use of educational leave.
- Immigrants may be more smoothly assimilated into Canadian society.
- Educational leave might be a useful device for rectifying discrimination against women, Francophones, native people and other minority groups.
- Older workers may be able to prepare more effectively for retirement.
- By opening more job opportunities, educational leave may be an instrument for reducing the rate of unemployment.
- It may also be a tool for addressing the problem of declining enrolments in the schools.

On the other hand, the cost of an expansion of educational leave may have serious negative effects:

- If employers are required to bear the burden of financing new provisions, their ability to compete in international markets may be hampered. Moreover, educational leave might be used frivolously, thus negating the potential benefits and undermining individual responsibility for personal development.
- If educational leave is financed through government expenditures, taxes may have to be increased and taxpayers might be unwilling to accept the increase.
- Some observers feel that a legislative response to the question of educational leave would be unacceptable because, they allege, there is too much government regulation at present. Suggestions have been made that the amount of current government regulation is already counter-productive and that any expansion would decrease rather than increase productivity.
- Individual employers may be unwilling to introduce educational leave schemes for fear that employees who acquire new skills through such training will be attracted to other enterprises.

These propositions both for and against educational leave are extremely difficult to assess with accuracy. For example, much of the existing research on the relationship

between level of education and productivity is inconclusive. Even with unlimited resources of time and money it is doubtful if all of these issues could be conclusively resolved. We have only months and a limited budget. We plan to carry out a limited empirical research programme and to model the effects of a selected sample of educational leave schemes on a number of potential outcomes noted above.

Submissions of interested parties on these issues would be welcome.

Annex A-2

Oral Presentations to the Commission

HEARINGS

Vancouver

November 21 - 24, 1978

Organization

Presentation Party

B.C. Government Employees  
Union

L. Baker

British Columbia Institute of  
Technology

D. A. Hume  
W. M. Sharpe

Burnaby Chamber of Commerce

B. Carrigan  
G. Crittenden  
A. MacDonald

Capilano College

D. Jardine

Chako Association for Synergic  
Employee Relations

R. Schmidt  
V. Scott

Employers' Council of British  
Columbia  
(Closed session)

J. Clifford  
N. Cunningham  
J. Endicott  
C. Fraser  
W. Hamilton  
B. Hawrysh  
K. Hughes  
B. Richardson  
J. Star  
F. Tucker  
B. Van Dyke  
D. Wilkin

Mining Association of British  
Columbia

K. Hughes  
T. Nicholson  
L. Redford

Pacific Association for  
Continuing Education

W. Day  
J. Kulich  
D. Stead

Vancouver (Cont'd)

Organization

Presentation Party

University of British Columbia  
- Continuing Education

E. Hendry

Edmonton  
November 27 - 29, 1979

Alberta Federation of Labour

R. Baskin  
W. Gereluk  
H. Kostiuk

Athabasca University

J. Minnis  
J. M. Richmond  
W.A.S. Smith

Confederation of Alberta Faculty  
Associations

L. Eberlein  
R. Vanderberg

Edmonton Chamber of Commerce

W. A. Penrose  
N. Whiston

Electrical Contractors  
Association of Alberta

J. Strikwerda

Northern Alberta Institute of  
Technology  
(Discussion only)

F. Williamson  
B. Zahary

Petroleum Industry Training  
Service (P.I.T.S.)  
(Closed session - discussion  
only)

E. W. Gabert

University of Alberta - Extension  
(Discussion only)

C. Lockwood



Regina  
December 11, 1978

Organization

Presentation Party

Saskatchewan Chamber of  
Commerce

N. Brown  
R. C. Finlay  
A. MacDonald  
L. Phillips

Saskatchewan Federation of  
Labour

H. Brown  
L. Brown  
M. Campbell

University of Regina  
(Discussion only)

J. Blake  
H. Kindred  
R. Robinson  
D. Shaw

Personal brief

A. Bleszynski

Saskatoon  
December 12, 1978

Saskatchewan Community Colleges  
Principals' Committee

R. Parsons

Saskatoon and District Labour  
Council

W. Diachuk  
J. Keil  
E. Lockie  
J. Lycyshyn

Winnipeg  
December 13 - 15, 1978

Canadian Manufacturers'  
Association - Manitoba Branch

A. Janke  
J. Ross

Labour Relations Council of  
Winnipeg - Builders' Exchange

G. Akins  
L. Simmons

Winnipeg (cont'd)

Organization

Presentation Party

Manitoba Association for  
Continuing Education

C. Dunn  
G. Jarrett

Manitoba Chambers of Commerce

D. Dempsey  
K. Fraser

Manitoba Federation of Labour

E. Schentag  
H. Wittich

National Union of Provincial  
Government Employees

W. Broad  
R. E. Clarke  
W. Jackson

Red River Community College

P. Elvers  
L. Yanchynski

University of Manitoba

E. Shapiro

Winnipeg Chamber of Commerce

P. Herriott  
N. Levine

Personal brief

D. Drane

St. John's  
January 8, 1979

Association of Registered  
Nurses of Newfoundland

A. Furlong

Memorial University - Extension  
Services

S. Sherk

St. John's (Cont'd)

<u>Organization</u>	<u>Presentation Party</u>
Newfoundland Teachers' Association	M. Vokey
Newfoundland and Labrador Federation of Labour	R. Emberley M. Gregory T. Mayo L. McCormick D. Wagner
Newfoundland Public Service Commission	B. McDonald A. Wright
St. John's Board of Trade	N. Guest B. Tilley
<u>Halifax</u> <u>January 9 and 10, 1979</u>	
Canadian Union of Public Employees - Atlantic Region	R. Hill
Dalhousie Faculty Association	D. Williams
Halifax Board of Trade	I. Abraham J. Adams R. Hitchcock
Nova Scotia Federation of Labour	J. Bill L. McKay
Nova Scotia Teachers' Union	R. McDonald G. O'Keefe
Nova Scotia Technical College	J. C. Callaghan
Personal brief	J. Lotz

Ottawa  
February 5 - 9, 1979

<u>Organization</u>	<u>Presentation Party</u>
Canadian Conference of Teamsters	R. Robichaud D. Thomson
Canadian Employment and Immigration Commission, Institutional and Industrial Training (Discussion only)	G. C. Botham N. St. Jacques
Canadian Labour Congress	C. Booker S. Carr L. Wagg
Canadian Nurses Association	H. Mussallem B. Prime G. Rowsell
Canadian School Trustees' Association	F. Whitworth C. H. Witney
Canadian Teachers' Federation	L. Duguay N. Goble R. Mosher
Carleton University - Continuing Education	K. Alnwich D. A. George J. Landsburg P. Woodworth
International Association of Machinists and Aerospace Workers	R. G. Sagriff
Professional Institute of Public Service in Canada	K. Butler S. Katz C. L. Lockhart

Ottawa (Cont'd)

Organization

Presentation Party

Public Service Alliance of  
Canada

F. Bauer  
W. Brassington  
N. Parekh  
A. I. Stewart

Personal appearance  
(Discussion only)

K. Kaplansky, Canadian  
Representative - ILO

Personal brief

G. Wasteneys

Hamilton  
February 14 - 16, 1979

Alumni of Labour College of  
Canada

J. Bezusky  
J. Donaldson  
L. Gerard

Canadian Association of Movers

G. Barrett

Fanshawe College  
(Discussion only - brief  
submitted at later date)

G. Lancaster  
G. Tripp

McMaster University

M. Johns  
L. Oddie Munro  
M. Trembley  
H. Waisglass

Memorial University of Newfound-  
land - Department of Part-  
time Studies

A. H. Roberts

Niagara College - Institute of  
Labour and Labour-Management  
Studies

A. Ferrusi  
G. Hayle  
T. Jones  
M. Saltarelli  
A. Sharp

Hamilton (Cont'd)

Organization

Presentation Party

Oakville & District Labour  
Council

J. Bridgewood  
M. Kloss  
A. Petrie

Trust Companies Association  
of Canada  
(Discussion only)

E. Smith

University of Waterloo  
(Discussion only)

B. Matthews  
D. P. Robertson

University of Windsor Faculty  
Association

P. Eaves  
R. Kerr

Toronto  
February 19 - 23, 1979

Association of Universities and  
Colleges in Canada (AUCC)

A. M. Kristjanson  
R. Patry  
J. Sears  
N. Taylor

Canadian Committee on Learning  
Opportunities for Women  
(B.C. - CCLOW)

M. Corkery  
A. Harley

Canadian Institute of Management

J. Ratcliffe  
H. Taylor



Toronto  
February 19 - 23, 1979

<u>Organization</u>	<u>Presentation Party</u>
Canadian Manufacturers' Association	F. C. Burnet W. E. Curry P. S. Doyle R. J. Gallivan M.D.S. Kellow H. H. Nolting J. A. Youngman
Canadian Medical Association	J. L. Chouinard A. J. Davis
Canadian Restaurant and Food Services Association	L. Bernstein R. C. Huddart R. Spencer
Canadian Union of Public Employees - Local 1000	J. Donaldson J. Filman
Canadian Union of Public Employees - National	J. Dowell E. Plettenberg
Communication Workers of Canada	S. Edgar E. Seymour
Frontier College	J. Pearpoint
Labour Council of Metro Toronto	J. Grogan R. Rynyk L. Torney
National Citizens' Coalition	D. Somerville
Ontario Institute for Studies in Education	W. Barnard M. Skolnik A. Thomas

Toronto (Cont'd)

Organization

Presentation Party

Ontario Nurses Association

A. Gribben  
A. Jack  
E. Wong

Ontario Teachers' Federation

D. L. Aylsworth  
R. Lamb

Toronto Institute of Medical  
Technology

M. Schatz

United Auto Workers

D. Benedict  
B. Davidson  
C. Grant  
L. Hope  
D. Ingles  
P. Kennedy  
J. Maxwell  
W. Paquette  
T. Savoie  
G. F. Wilson

United Steelworkers of  
America

B. Davis  
D. Martin  
R. Moreau

University of Toronto Faculty  
Association

F. Cunningham

University of Toronto - Faculty  
of Education

B. Conchie  
R. Mason  
J. Wood

Montreal  
February 27, 28 and March 1

Organization

Presentation Party

Canadian Association of  
Broadcasters

G. Acton  
C. Blain  
G. Gallagher  
J. Gibson  
C.G.E. Steele

Canadian Association of  
University Teachers

R. Léger  
R. Levesque  
D. Savage

Canadian Council of Professional  
Engineers

C. Lajeunesse  
L. M. Nadeau  
J. Soucy  
D. W. Zaikoff

Canadian Pulp and Paper  
Association

C. A. Crowell  
R. Ferragne  
R. A. Joss  
J. H. Robertson

Concordia University  
(Closed session - discussion  
only) (Brief submitted at  
later date)

J. Whitelaw

Confédération des Syndicats  
Nationaux (CSN)

G. Beaudoin  
L. Dajenais  
P. Lamarche  
N. Rodrique

Dawson College

G. Bryniaski  
C. Joyner  
W. Young

La Fédération des Travailleurs  
du Québec

M. Blondin  
N. Caron  
L. M. Cloutier  
F. Daoust  
C. Gingras  
P. Huint  
R. Sliger

Montreal (Cont'd)

Organization

Presentation Party

Institut Canadien d'education  
des adultes

P. Belanger  
R. Nantel  
R. Routhier

Montmorency College

D. Latour

Montreal Board of Trade

R. Charpentier  
P. Gosteney  
R. Groome  
D. C. MacLean  
H. Peters  
L. Tracey

Personal brief

D. Hobbs

Annex A-3

Written Submissions to the Commission

Written Submissions

Alberta Federation of Labour

Alberta Urban Municipalities Association

Algonquin College

Alumni of the Labour College of Canada

Annapolis Valley Affiliated Boards of Trade

Association of Municipal Administrators, Nova Scotia

Association of Registered Nurses of Newfoundland

Association of Universities and Colleges of Canada

Athabasca University

Atomic Energy of Canada Limited

B. C. Construction Association

B. C. Government Employees' Union

H. E. Beck & Associates Limited

Bleszynski, A. (Miller Comprehensive High School)

Brandon University Faculty Association

British Columbia Institute of Technology

Burnaby Chamber of Commerce

Calgary Chamber of Commerce

Canadian Air Line Pilots Association

Canadian Association of Broadcasters

Canadian Association of Movers



Canadian Association for University Continuing Education  
Canadian Association of University Teachers  
Canadian Chamber of Commerce  
Canadian Committee on Learning Opportunities for Women  
Canadian Conference of Teamsters  
Canadian Construction Association  
Canadian Council of Professional Engineers  
Canadian Federation of University Women  
Canadian Institute of Management  
Canadian Institute of Steel Construction  
Canadian Labour Congress  
Canadian Library Association  
Canadian Manufacturers' Association  
Canadian Manufacturers' Association - Manitoba/Saskatchewan  
Division  
Canadian Medical Association  
Canadian Military Faculty Association  
(Royal Roads Military College Branch)  
Canadian Nurses Association  
Canadian Overseas Telecommunications Union  
Canadian Petroleum Association  
Canadian Pulp & Paper Association  
Canadian Restaurant & Foodservices Association  
Canadian Roofing Contractors' Association

Canadian School Trustees' Association  
Canadian Society of Laboratory Technologists  
Canadian Society for the Study of Education  
Canadian Teachers' Federation  
Canadian Telephone Employees' Association  
Canadian Trucking Association  
Capilano College  
Carleton University  
Centrale de l'Enseignement du Québec  
Communications Workers of Canada  
Concordia University  
Confederation of Alberta Faculty Associations  
Confederation College of Applied Arts & Technology  
Confederation of Ontario University Staff Associations  
Confédération de syndicats nationaux  
Conseil du patronat du Québec  
Consolidated-Bathurst (Pulp and Paper Association)  
Continuous Learning Association of Nova Scotia  
Cooperative Union of Canada  
CUPE - Atlantic Region  
CUPE - Local 1000, Ontario Hydro  
CUPE - National  
CUPE - Sudbury Area Office

Dalhousie Faculty Association

Dalhousie University

Dawson College

Dominion Foundries and Steel Company

Drane, D. (Gilbert Plains District Hospital)

Edmonton Chamber of Commerce

Electrical Contractors Association of Alberta

Employers' Council of B.C.

Faculty Association of University of Western  
Ontario

Faculty Association of University of Windsor

Fanshawe College

La Fédération des Travailleurs du Québec

Fort Nelson Chamber of Commerce

Frontier College

Georgian College

Grande Prairie Regional College

Greater Moncton Chamber of Commerce

Halifax Board of Trade

Hamilton & District Chamber of Commerce

Hobbs, D. (Ordre des Ingénieurs du Québec)

Holland College

Hoole, L. J.

Institut Canadien d'Education des Adultes

International Association of Machinists &  
Aerospace Workers

Jeffels, R.R. (Okanagan College)

Labour Advisory Committee (Prince Rupert, Pacific Northwest and  
Kitimat-Terrace & District Labour Councils)

Labour Council of Metropolitan Toronto

Labour Relations Council - Winnipeg Builders' Exchange

Lethbridge Chamber of Commerce

Letter Carriers' Union of Canada

Management and Professional Employees Society of B.C.

Manitoba Association for Continuing Education

Manitoba Association of Registered Nurses

Manitoba Association of School Administrators

Manitoba Built-up Roofers Association

Manitoba Chambers of Commerce

Manitoba Fashion Institute & Garment Manufacturers  
Association of Western Canada

Manitoba Federation of Labour

Manitoba Heavy Construction Association

Manitoba Organization of Nurses' Associations

McGill University

McMaster University

Mechanical Contractors Association of Canada

Memorial University

Memorial University - Division of Part-time Credit  
Studies

Memorial University - Part-time Students Association

Metro Council on Continuing Education (Dartmouth)

Mining Association of British Columbia

Montmorency College

Montreal Board of Trade

Motor Vehicle Manufacturers' Association

Mount Royal College

National Citizens' Coalition

National Council of Women of Canada

National Union of Provincial Government Employees

Newfoundland and Labrador Federation of Labour

Newfoundland Teachers' Association

Niagara College

Niagara College - Institute of Labour and Labour-  
Management Studies - Labour Studies Advisory Committee

Niagara District Personnel Association

Nind, T.E.W. and P. Haeffling (Trent University)

Nolting, H. (True Temper)

Nova Scotia Federation of Labour

Nova Scotia Teachers' Union

Nova Scotia Technical College

Oakville & District Labour Council  
Ontario Association for Continuing Education  
Ontario Council for University Continuing Education  
Ontario Education Communications Authority  
Ontario Forest Industries Association  
Ontario Institute for Studies in Education  
Ontario Nurses Association  
Ontario Teachers' Federation

Paxton, J.

Penticton Chamber of Commerce  
Le Petit Seminaire de Québec  
Piling Contractors Association of Manitoba, Inc.  
Professional Institute of Public Service of Canada  
Public Service Alliance of Canada

Railway Association of Canada  
Red River Community College

St. Catharines Chamber of Commerce  
St. Francis Xavier University  
St. John's Board of Trade  
Saint Paul University



Saskatchewan Chamber of Commerce

Saskatchewan Community Colleges Principals' Committee

Saskatchewan Federation of Labour

Saskatoon and District Labour Council

Service Employees Union - Local 204

Sudbury & District Chamber of Commerce

Sudbury & District Labour Council

Syndicat Général des Professeurs de l'Université  
de Montréal

Toronto Institute of Medical Technology

Turley, F.

United Auto Workers

United Steelworkers of America

University of British Columbia

University of Manitoba

University of Manitoba Faculty Association

University of Montreal

University of Toronto Faculty Association

University of Toronto - Faculty of Education

University of Toronto - Personnel Department

University of Victoria

University of Waterloo

Vancouver Community College

Waisglass, H. J. (McMaster University)

Wallaceburg Chamber of Commerce

Wasteneys, G.

Western Grain Elevator Association

Windsor Chamber of Commerce

Winnipeg Chamber of Commerce

Winnipeg Construction Association

Annex A-4

European Study Visit Contacts

Paris  
April 3 - 6, 1979

Dr. Jarl Bengtsson  
Organisation for Economic Co-operation  
and Development (OECD)

M. Corpet  
Directeur de la Formation  
Conseil National du Patronat Français (CNPFF)

M. Jacques Marié  
Délégué à la Formation Professionnelle  
Confédération Force Ouvrière (FO)

M. Pasquier  
Directeur Technique du Centre Inffo  
INFFO

M. Prieur  
Secrétariat d'Etat à la Formation  
Professionnelle

Dieter Görs  
German Federation of Trade  
Unions (DGB)

Brussels  
April 9 - 10, 1979

Mr. A. Coen, Advisor  
Ministry of Labour and Employment

Mr. D. DeNorre, Advisor  
Federation of Belgian Industries

Mr. Marcel Pierre, Director  
National Institute for Conditions  
of Working Life

Mr. J. Servotte, Advisor  
Belgian Confederation of Christian  
Trade Unions (CSC)

Mr. A. Thyré, Advisor  
Belgian Federation of Trade  
Unions (FGTB)

Cologne  
April 11, 1979

Herr Allgayer  
Deputy Head  
Educational Policy Division  
German Employers Association (BDA)

Herr Heinzemann  
German Employers Association (BDA)

Bonn  
April 11, 1979

Dr. Schulte  
Ministry of Education and Science  
(Bundesministerium für Bildung und  
Wissenschaft)

Wiesbaden  
April 12, 1979

Dr. Bischof  
Social Affairs Ministry for Hesse

Frankfurt  
April 12, 1979

Herr Müller  
Education Department,  
I. G. Metall

Stockholm  
April 17 - 18, 1979

Ms. Christina Ebbeskog  
Educational and Occupational Department  
The Central Organization of Salaried  
Employees in Sweden  
(Tjänstemännens Centralorganisation - TCO)

Ms. Reidunn Lauren  
Legal Advisor  
Ministry of Labour  
(Arbetsmarknadsdepartementet)

Ms. Annika Sandström  
Educational & Training Policy  
Swedish Employers' Confederation  
(Svenska Arbetsgivareföreningen - SAF)

London  
April 19 - 20, 1979

Ms. Pam Beuley  
Enquiry Branch  
Advisory Conciliation and Arbitration  
Service (ACAS)



Ms. Margaret Bird  
PEL Project  
Training Services Division  
Department of Education and Science

Mr. Stan Greaves  
Education Department  
Trade Union Congress (TUC)

Ms. Gabrielle Hanley  
Confederation of British  
Industry

Mr. John J. Hyatt  
Manpower Services Commission  
(Training for Skills Branch)

Mr. Chris J. Jackson  
Enquiry Branch  
Advisory Conciliation and Arbitration  
Service (ACAS)

Mr. John Killeen  
PEL Project  
Training Services Division  
Department of Education and Science

Dr. Peter J. C. Perry  
Director  
British Association for Commercial  
and Industrial Education (BACIE)

Mr. M. Roberts  
Confederation of British Industry

Annex A-5

International Labour Organization,  
Convention No. 140 on Paid Educational Leave

## INTERNATIONAL LABOUR CONFERENCE

### Convention 140

#### CONVENTION CONCERNING PAID EDUCATIONAL LEAVE

The General Conference of the International Labour Organisation,  
Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Fifty-ninth Session on 5 June 1974, and  
Noting that Article 26 of the Universal Declaration of Human Rights affirms that everyone has the right to education, and

Noting further the provisions contained in existing international labour Recommendations on vocational training and the protection of workers' representatives concerning the temporary release of workers, or the granting to them of time off, for participation in education or training programmes, and

Considering that the need for continuing education and training related to scientific and technological development and the changing pattern of economic and social relations calls for adequate arrangements for leave for education and training to meet new aspirations, needs and objectives of a social, economic, technological and cultural character, and

Considering that paid educational leave should be regarded as one means of meeting the real needs of individual workers in a modern society, and

Considering that paid educational leave should be conceived in terms of a policy of continuing education and training to be implemented progressively and in an effective manner, and

Having decided upon the adoption of certain proposals with regard to paid educational leave, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention,

adopts this twenty-fourth day of June of the year one thousand nine hundred and seventy-four the following Convention, which may be cited as the Paid Educational Leave Convention, 1974:

#### *Article 1*

In this Convention, the term "paid educational leave" means leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements.

#### *Article 2*

Each Member shall formulate and apply a policy designed to promote, by methods appropriate to national conditions and practice and by stages as necessary, the granting of paid educational leave for the purpose of—

- (a) training at any level;
- (b) general, social and civic education;
- (c) trade union education.

— 2 —

*Article 3*

That policy shall be designed to contribute, on differing terms as necessary—

- (a) to the acquisition, improvement and adaptation of occupational and functional skills, and the promotion of employment and job security in conditions of scientific and technological development and economic and structural change;
- (b) to the competent and active participation of workers and their representatives in the life of the undertaking and of the community;
- (c) to the human, social and cultural advancement of workers; and
- (d) generally, to the promotion of appropriate continuing education and training, helping workers to adjust to contemporary requirements.

*Article 4*

The policy shall take account of the stage of development and the particular needs of the country and of different sectors of activity, and shall be co-ordinated with general policies concerning employment, education and training as well as policies concerning hours of work, with due regard as appropriate to seasonal variations of hours of work or of volume of work.

*Article 5*

The means by which provision is made for the granting of paid educational leave may include national laws and regulations, collective agreements, arbitration awards, and such other means as may be consistent with national practice.

*Article 6*

The public authorities, employers' and workers' organisations, and institutions or bodies providing education and training shall be associated, in a manner appropriate to national conditions and practice, with the formulation and application of the policy for the promotion of paid educational leave.

*Article 7*

The financing of arrangements for paid educational leave shall be on a regular and adequate basis and in accordance with national practice.

*Article 8*

Paid educational leave shall not be denied to workers on the ground of race, colour, sex, religion, political opinion, national extraction or social origin.

*Article 9*

As necessary, special provisions concerning paid educational leave shall be established—

- (a) where particular categories of workers, such as workers in small undertakings, rural or other workers residing in isolated areas, shift workers or workers with family responsibilities, find it difficult to fit into general arrangements;
- (b) where particular categories of undertakings, such as small or seasonal undertakings, find it difficult to fit into general arrangements, it being understood that

workers in these undertakings would not be excluded from the benefit of paid educational leave.

*Article 10*

Conditions of eligibility for paid educational leave may vary according to whether such leave is intended for—

- (a) training at any level;
- (b) general, social or civic education; or
- (c) trade union education.

*Article 11*

A period of paid educational leave shall be assimilated to a period of effective service for the purpose of establishing claims to social benefits and other rights deriving from the employment relation, as provided for by national laws or regulations, collective agreements, arbitration awards or such other means as may be consistent with national practice.

*Article 12*

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

*Article 13*

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director-General.

2. It shall come into force twelve months after the date on which the ratifications of two Members have been registered with the Director-General.

3. Thereafter, this Convention shall come into force for any Member twelve months after the date on which its ratification has been registered.

*Article 14*

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first comes into force, by an act communicated to the Director-General of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

*Article 15*

1. The Director-General of the International Labour Office shall notify all Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by the Members of the Organisation.

— 4 —

2. When notifying the Members of the Organisation of the registration of the second ratification communicated to him, the Director-General shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

*Article 16*

The Director-General of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

*Article 17*

At such times as it may consider necessary the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall examine the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

*Article 18*

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides—

- (a) the ratification by a Member of the new revising Convention shall *ipso jure* involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 14 above, if and when the new revising Convention shall have come into force;
- (b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

*Article 19*

The English and French versions of the text of this Convention are equally authoritative.

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Annex A-6

Commission Research

Along with the data and analysis included in this report several research projects either contracted to outside people or initiated by the staff make up the total work of the Commission. Among the discrete projects undertaken by the Commission were the following:

1. Litvak, I. A. and C. J. Maule, Educational Leave Policies and Practices of Select Organizations in Canada, Report prepared for the Commission of Inquiry on Educational Leave and Productivity, March, 1979.
2. A Survey on Educational Leave and Training and Development, Commission of Inquiry on Educational Leave and Productivity and Labour Canada. See Appendix B for a discussion of the survey.
3. Analysis of educational leave clauses in collective agreements on file with Labour Canada.
4. A survey of the accessibility of post-secondary degree and diploma programs in Canada.
5. An econometric model designed to estimate the economic effects of various educational leave proposals, prepared by Quantec Research Limited.
6. A survey of employee training and development in the insurance industry.
7. A survey of employee training and development in the federal government.

APPENDIX B: THE SURVEY ON EDUCATIONAL LEAVE  
AND TRAINING AND DEVELOPMENT

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The survey on educational leave and training and development was carried out by the Labour Data Branch of Labour Canada for the Commission. It was conducted by means of a reporting form which was mailed to respondents in January 1979.

A draft questionnaire was discussed with some 20 employers who offered suggestions concerning format and the type of information employers could reasonably be expected to furnish on short notice. The final version of the questionnaire (included here as Annex B-1) was a compromise. In order to encourage a high and quick response it was designed to be answered with the minimum amount of difficulty. The questionnaire consisted of two parts: Part I relates to Educational Leave (11 separate items) and Part II to Training and Development during normal working hours (seven separate items).

Information was solicited on the characteristics of the plans and policies of each employer as well as the incidence for the calendar year 1978. One final item asked employers for comments relating to the content, successes or failures of their Educational Leave and Training and Development plans or policies.

The general reaction of the employers contacted for advice was that educational leave is an important subject for which there is very little information. Most of them said that the survey results would be of value to them in formulating their own thinking and practices on this subject.

The survey was done on a sample basis with the mailing list used to conduct the Department's annual working conditions survey acting as the population. The latter includes all establishments in Canada with 20 or more employees. Excluded are construction and several primary industries (agriculture, fishing, trapping and all forestry except logging). The sample consisted of all establishments in the frame having 500 or more employees (1,377) as well as a one-in-twelve sample of establishments under 500 employees (1,971). The sample portion of this list was drawn by placing all relevant establishments in the frame in order by province, city, zone, county, standard industrial classification (four digit) and size (three categories) and selecting every twelfth record.

In compiling the data, the sample groups were "blown up" by duplicating each to represent twelve establishments and combined with the self representing, larger establishments for the computation of reports.

There was a follow-up of delinquent establishments approximately three weeks after the mailing of the questionnaire. This follow-up consisted of a letter and a second copy of the questionnaire.

Of the 3,348 establishments who received the questionnaire, 1,471 (44 percent) returned usable forms in time for the data to be tabulated and made available to the Commission. The response rate varied from 34 percent in British Columbia and the Prairies to 48 percent in Ontario. Approximately 49 percent of small and medium size establishments and 37 percent of large organizations (500 employees and over) returned the questionnaire. The response for the large establishments is somewhat understated since 30 "aggregate reports" (e.g. on a Canada-wide, company basis) were received. These aggregate reports represent an indeterminate number of establishments.

In addition to the tables included in the report, the survey data may be organized according to major industry group, establishment size, province and union status. A

thorough analysis of all aspects of the survey could not be completed in time for inclusion in this report. It is hoped that further analysis of the data may be undertaken in future.

The data in this report have certain characteristics which require comment. Respondents were asked for information on the total number of employees in their establishments divided by sex and occupational status. They were also asked to specify the number of employees covered by collective agreements. For the purpose of the survey, educational leave was defined as a period of full-time study of at least three months or one semester. Respondents were asked to specify whether or not they had a plan or policy on educational leave for professional and managerial employees, office employees and non-office employees. (See Annex B-2 for the definitions.)

The questionnaire did not ask respondents to state how many employees were actually covered by the plan. Nor did it ask if more than one plan was in existence. Thus, the available data do not permit us to say with certainty how many employees actually have access to educational leave. We can only say that (X) number of establishments have an educational leave plan for a certain type of employee and that establishments with such plans employ (X) number of such people. For



example, the data for Table 3-6 should be read: "There are 1,105 establishments which have an educational leave policy for executive, professional and managerial employees and those establishments employ 235,603 executive, professional and managerial employees." Most likely all such employees are covered by the plan but we cannot say so with certainty. Moreover, there might be a single plan for all three types of employees or three separate plans. For certain employees there might be two plans, one introduced by collective bargaining and another introduced unilaterally by management for non-bargaining unit employees. The method of data collection does not permit us to separate such employees. Therefore, data in Table 3-10 allow us to say that 307 establishments had leave plans for non-office employees which were introduced by collective bargaining. We may also say that those establishments employed 158,345 non-office employees. We do not know, however, if all of those employees were, in fact, covered by the collective agreements.

To avoid excessive redundancy we often refer in the text to the number of plans or schemes in effect. For the reasons noted above, we do not know precisely the number of plans in operation in the reporting firms. Thus, our reference to number of plans or schemes is only an approximation of the true number.

Annex B-1  
Questionnaire



## EDUCATIONAL LEAVE AND TRAINING AND DEVELOPMENT — 1978

This information is being obtained for the Inquiry Commission on Educational Leave and Productivity, which is set up under the authority of the Minister of Labour of Canada.

*Individual company data will not be identified in any resulting report.*

**Please return this completed questionnaire to the Labour Data Branch, Labour Canada, Ottawa, Ontario, K1A 0J2, by February 28, 1979.**

		<b>Executive, Professional &amp; Managerial Employees</b> (Card 1)	<b>Office Employees</b> (Card 3) NUMBER	<b>Non-office Employees</b> (Card 5)
<b>1) Please report the total number of employees in your establishment for the last normal pay period preceding December 31, 1978. Report ALL employees employed during the pay period including regular part-time workers.</b>				
Male .....	25 - 29	<input type="text"/>	<input type="text"/>	<input type="text"/>
Female .....	30 - 34	<input type="text"/>	<input type="text"/>	<input type="text"/>
<b>2) Please state the total number of employees covered by collective agreements for the pay period reported .....</b>	35 - 39	<input type="text"/>	<input type="text"/>	<input type="text"/>

### PART I — EDUCATIONAL LEAVE

#### Definition of Educational Leave:

Educational Leave is extended leave of absence, paid or unpaid, spent away from normal duties by employees during regular working hours for purposes of full-time studies, directly or indirectly related to their employment. Educational Leave excludes courses of less than three months (or one semester) duration, evening courses, university co-operative plans and training and apprenticeship plans.

		(✓) Yes No	(✓) Yes No	(✓) Yes No
<b>3) Do you have a plan or policy on Educational Leave for your employees?</b>	40	<input type="text"/> 1 <input type="text"/> 2	<input type="text"/> 1 <input type="text"/> 2	<input type="text"/> 1 <input type="text"/> 2

**If YES —**

Please complete Questions 4 to 13 only for those employee categories where a "YES" has been indicated.

**If NO —**

a) are you considering the implementation of one before January 1, 1981? .....	41	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
b) did you have one in the past which has been discontinued? .....	42	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

	Executive, Professional & Managerial Employees	Office Employees	Non-office Employees
4) Does your plan or policy on Educational Leave cover:	(✓) Yes No	(✓) Yes No	(✓) Yes No
a) Job/work related education? .....	43 1 2	1 2	1 2
<b>If YES —</b>			
Does one of the areas included under job/work related education cover courses for either of the two official languages? .....	44		
b) Union sponsored studies (history, organization, administration, steward training, etc.)? .....	45		
c) General, social and/or academic education (excluding a) or b) )? ...	46		
5) Is an employee entitled to part or all of his regular pay when away on Educational Leave? .....	(✓) Yes No	(✓) Yes No	(✓) Yes No
	47 1 2	1 2	1 2
<b>If YES —</b>		Percentage	
To what percentage of pay is the employee generally entitled when away for:	%	%	%
a) job/work related education? .....	48 - 50		
b) union sponsored studies (history, organization, administration, steward training, etc.)? .....	51 - 53		
c) general, social and/or academic education (excluding a) or b) )? ....	54 - 56		
<b>If NO —</b>			
Is an allowance normally granted to employees in lieu of pay? .....	(✓) Yes No	(✓) Yes No	(✓) Yes No
	57 1 2	1 2	1 2
6) Does your plan or policy provide for payment of part or all of the tuition fees for courses taken by employees on Educational Leave? .....	(✓) Yes No	(✓) Yes No	(✓) Yes No
	58 1 2	1 2	1 2
<b>If YES —</b>		Percentage	
A) If course is successfully completed, what percentage of tuition fees do you <u>normally</u> pay for:	%	%	%
a) job/work related education? .....	59 - 61		
b) union sponsored studies (history, organization, administration, steward training, etc.)? .....	62 - 64		
c) general, social and/or academic education (excluding a) or b) )? .....	65 - 67		
B) If course is not successfully completed what percentage of tuition fees do you normally pay for:	%	%	%
a) job/work related education? .....	68 - 70		
b) union sponsored studies (history, organization, administration, steward training, etc.)? .....	71 - 73		
c) general, social and/or academic education (excluding a) or b) )? .....	74 - 76		



PART II — TRAINING AND DEVELOPMENT  
(DURING NORMAL WORKING HOURS)

Definition of Training and Development:

Training and Development is time for which an employee is paid but which is spent away from normal duties **during regular working hours** for purposes of in-house training, safety training, development and instruction.  
Exclude information on any employee whose training and development amounts to less than one (1) day in the year.

	Executive, Professional & Managerial Employees	Office Employees	Non-office Employees
	(✓) Yes No	(✓) Yes No	(✓) Yes No
14) Do you have a plan or policy on Training and Development during normal working hours for your employees? .....	46		
If YES —			
Please complete Questions 15 to 20 only for those employee categories where a "YES" has been indicated.			
If NO —			
a) are you considering the implementation of one before January 1, 1981? .....	47		
b) did you have one in the past which has been discontinued? .....	48		
15) Do the provisions of your plan or policy on Training and Development during normal working hours cover:			
a) job/work related training? .....	49		
If YES to 15 a) —			
Does one of the areas included under job/work related training cover language courses for either of the two official languages?	50		
b) union sponsored studies (history, organization, administration, steward training, etc.)? .....	51		
c) general, social and/or academic education (excluding a) or b) )? ...	52		
16) Was your plan initiated:			
a) unilaterally by employer? .....	53		
b) through collective bargaining? .....	54		
c) other? .....	55		
please specify .....			
.....			
.....			
17) Upon completion of Training and Development, during normal working hours, do you have a process by which you can determine how best the new skills and knowledge gained by the employee may be applied to his/her work environment? .....	56		



(FOR QUESTIONS 18 TO 20 REPORT ACTUAL AVERAGES OR BEST ESTIMATE)

Executive,  
Professional  
& Managerial  
EmployeesOffice  
EmployeesNon-office  
Employees

18) Please state the number of employees, by sex, who were on Training and Development during normal working hours one or more times, during the calendar year 1978:

NUMBER

Male .....

57 - 60

Female .....

61 - 64

Total .....

65 - 68

19) With respect to the employees reported in question 18, what was the average total number of working days spent per employee on Training and Development during normal working hours during the calendar year 1978? .....

Days

69 - 70

20) What was the average age of employees who were on Training and Development during normal working hours during the calendar year 1978? .....

Average Age

71 - 72

## COMMENTS

Please give any comments which you may have relating to the content, successes or failures of your plans and policy concerning Educational Leave and Training and Development during normal working hours.

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Name of Official Submitting Report (Please Print)

Signature

Official Title

Telephone No.

Ext.

Date

Annex B-2

Definition of Terms Used  
in Questionnaire

1. Professional and Managerial Employees:
  - a. Executives: Officers involved in planning and policy typically reporting to the presidential level.
  - b. Professional employees Individual employees whose work is predominantly non-routine, requires discretion and judgement, and is based on the application of a comprehensive body of knowledge.
  - c. Management employees Administrative employees below the executive level responsible for the conduct and control of the activities of the organization and engaged in the direction and motivation of its employees.
2. Office Employees: Clerical, stenographic, technical and other general office workers and non-office supervisors above the level of working foremen.
3. Non-office Employees: Usually wage earners or hourly paid staff, including production, maintenance, warehouse, shipping, delivery staff, routemen and working foremen. Firefighters and police officers are excluded.
4. Establishment: The establishment is the reporting unit identified in the address shown at the top right-hand side of page one (1) of the questionnaire.

APPENDIX C: AN ANNOTATED BIBLIOGRAPHY  
ON EDUCATIONAL LEAVE OF  
ABSENCE FROM WORK

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In October, 1978 the Commission issued a document entitled "Educational Leave: A Preliminary Annotated Bibliography". Since that time, a large number of additional items have been identified and are included here. Most of the annotated documents relate directly to educational leave. However, a number of items which deal with other aspects of the work/education nexus are also included. The bibliography is not, however, an encyclopaedic listing of all such documents.

"Adult Education in Sweden." Stockholm, Sweden: The Swedish Institute (Fact Sheet on Sweden), April 1978.

This article briefly outlines the following forms of adult education and training in Sweden:

1. Residential adult colleges, "folk high schools".
2. Voluntary educational associations.
3. Municipal adult schools.
4. State schools for adults.
5. Labour market training.
6. Staff training in the public and private sectors.
7. Training programs sponsored by employee organizations.
8. Radio, television and correspondence schools.
9. New target groups in adult education.

Also included are descriptions of government inspection of adult education, methods of financing adult education and methods of coordinating adult education programs.

Advisory, Conciliation and Arbitration Service. "Time Off for Trade Union Duties and Activities - Code of Practice." Manchester, England: Her Majesty's Stationery Office, 1977.

This code, issued with the authority of Parliament (resolutions passed on November 28, 1977 by the House of Commons and on November 29, 1977 by the House of Lords), came into effect on April 1, 1978. The code takes into account general considerations for time-off arrangements, trade union officials' duties concerning industrial relations, training of officials of industrial relations, trade union activities, conditions relating to time off and industrial activities.

Advisory Council for Adult and Continuing Education. Towards Continuing Education - A Discussion Paper. Leicester, England: ACACE, March 1979.

This discussion paper attempts to clarify the idea of continuing education and examines ways of implementing the concept in Great Britain.

American College Testing Program. Innovations in Continuing Education. Iowa: ACT, 1977.

This document is a compilation of manuscripts describing seven innovative programs designed to improve the American continuing education system.

American Council on Education. The National Guide to Credit Recommendations for Noncollegiate Courses. Washington, D.C.: NIE, 1979.

This guide is designed to assist institutions in evaluating and awarding credit for a variety of extra-institutional learning activities outside the sponsorship of colleges and universities.

Anderson, Ethel E. Annotated A.B.E. Bibliography. Toronto: Movement for Canadian Literacy, February 1978.

This bibliography is a comprehensive list of materials currently in use, or of use to practitioners working in the Grade 0 to 9 levels of adult basic education programs in Canada.

Anderson, Ivan and Kerstin Eliasson. "Educational Leave and Other Recent Proposals within Swedish Adult Education." A report submitted to OECD, Stockholm, Sweden, October 1974.

This comprehensive report deals first with government and labour views of adult education. Traditional forms of adult education and five possible reforms in this area are then discussed. An overview of proposals for financing the reforms is presented and the paper concludes with a summary of political goals in education.

Anderson, P. "Night-School: The Ivory Tower is Back Down to Earth as People Flock to Practical Approach", Financial Times of Canada, (September 18, 1978), pp. 2-3.

This article briefly describes the surge of night-time enrolment in Canadian universities and colleges.



Andersson, Karl Olof. Learning Opportunities for Adults - A Swedish Case Study. Sweden: Swedish Ministry of Education and Cultural Affairs, March 22, 1977.

This Swedish case study examines educational opportunities and associations. It also analyzes the labour market, trade union training, the Confederation of Trade Unions, the Swedish Employers' Confederation (SAF), demonstration projects in adult basic education and adult education reforms in the 1970's.

Babbott, Edward. "Counselor Interns and Sabbatical Leaves", School Counsellor, vol. 16, (May 1969), pp. 389-401.

This article reports on a small-scale sabbatical leave plan for counselors in a New Jersey high school in the late 1960's. The plan is reported as being highly successful.

Barton, P.E., S.B. Bobrow and J.J. Walsh. Industry/Education Community Councils, NIE Papers in Education and Work #9, Washington, D.C.: NIE, December 1977.

This volume contains three papers commissioned by the National Institute of Education on the use of Community Education and Work Councils as ways to improve school-to-work and work-to-school transitions for youths and adults.

Beach, Horace D. Education and Employment of Youth: A Background Paper. Victoria, B.C.: University of Victoria, September 1978.

This paper on education and employment of youth also examines:

1. unemployment of youth and women;
2. post-secondary education;
3. population and enrolment trends;
4. employment programs for youth in Canada.

"Belgian Legislation Covering Educational Leave", European Industrial Relations Review, vol. 13, (January 1975), pp. 16-17.

This article describes in summary form, and in detail, the Belgian decrees passed in September and October 1974. These decrees extended the system of giving time off to employees undergoing courses of study aimed at improving their social working qualifications.

Belorgey, Jean-Michel et Jean-Jacques Dupeyroux. La Formation Professionnelle Continue: Droit Social. Paris: Librairie Sociale et Economique, Septembre-Octobre 1973.

This special issue of Droit Social deals with a number of issues concerning vocational education. Main subjects of concern are Law and Education, Firms and Education, Education and Social Relations and Education and the School.

Bengtsson, Jarl. "Paid Educational Leave - an International Perspective", Learning, vol. 1, no. 4, (Spring 1978), pp. 3-5.

This article is a reprint of a second J. Roby Kidd Lecture given at Windsor in late 1977. In this article Bengtsson analyzes a number of issues relating to paid educational leave such as the form of the instrument, the nature of financial entitlements and problems and issues.

Best, Fred and Barry Stein. Lifetime Distribution of Education, Work and Leisure: Research, Speculations and Policy Implications of Changing Life Patterns. Washington, D.C.: Institute for Educational Research at George Washington University, December 1976.

In this paper the authors summarize past and current trends in the lifetime distribution of education, work and leisure and they attempt to evaluate the social problems which are likely to result from the trends.

Bezdanov, S. "Alternation of Work and Education in Yugoslavia."  
A report submitted to OECD, Beograd, Yugoslavia, 1976.

The study deals with the alternation of work and education in two selected Yugoslavian enterprises - the Metalworks and the Railway Transport Enterprise. To obtain data for the study, a questionnaire and interviews were conducted with managers of the education and personnel departments of the enterprises, trade unions and selected employees.

Blondel, Claude. Formation Professionnelle: Bulletin de Liason.  
Dieppe, France: Centre pour le developpement de l'information permanente, 1976.

This monograph summarizes the principle statistics and laws relating to vocational education in France in 1976.

Booth, Sheilagh C. and Eliot C. Higbee. A Comparative Study of Sabbatical Leave Practices in Selected Commonwealth and U.S. Universities. Hamilton, Ontario: McMaster University, 1974. (Paper No. OIR-30).

This paper reports on the results of a 1973 survey of the sabbatical leave policies in 58 universities. Of these 58 universities, 21 were Canadian, 15 American, 14 British and eight were from Australia and New Zealand.

Boyle, Eleanor. "Read, Read, Read to Avoid Job Obsolescence", Vancouver Sun, (November 3, 1977).

This article includes a short description of the effect of knowledge obsolescence on certain fields (physics, teaching, electrical engineering, medicine, computer science, law and dentistry).

Bradley, Ken. "Paid Educational Leave in Canada: Will the Dream Come True?", Labour Gazette, (February/March 1978), pp. 93-97.

This article briefly describes the different views expressed at the first Canadian Workshop on Paid Educational Leave in Windsor, Ontario on November 1, 1977. The conference was sponsored by the Canadian Association for Adult Education.

Brevskolan (Correspondence Institute). "The Study Associations in Sweden", special issue of the Folkbildningsarbetet (in English), Stockholm, Sweden: Brevskolan, June-July 1976.

This journal contains a collection of articles on the following educational associations:

1. Study Organizations in Sweden.
2. The Worker's Educational Association (ABF).
3. Free Churches' Education Board.
4. The Study Circle as a Pedagogic Situation.
5. The Folk University (FU).
6. YMCA/YWCA.
7. Citizens' Educational Organization (MBSK).
8. Educational Association of the Temperance Movement (NBV).
9. Educational Association of the Swedish Church (SKS).
10. Study Promotion Association (SFR).
11. Adult Schools Association.
12. Salaried Employees Educational Association.
13. Study Organizations and the Future.

This journal also contains study circle statistics.

Bureau Confédéral. Force ouvrière et la reconduction 'aménagée' du pacte national pour l'emploi. France, juin 1978.

This communiqué discusses the problem of youth employment in France.

Cairns, J.C. "Adult Functional Illiteracy in Canada", Convergence, vol. X, no. 1, (1977), pp. 43-51.

The author notes that approximately five million Canadians may be described as functionally illiterate. Data illustrate regional inequalities. A brief description of Canada Manpower training programs and efforts to combat illiteracy in other countries is included.

Canadian Association for Adult Education (CAAE). Manpower Training at the Crossroads. Ottawa: CAAE, January 1976.

This is a collection of articles which deal with the following subjects:

1. The development of a Canadian policy in occupational adult education and manpower.
2. Canada Manpower Training Programs.
3. An evaluation of government-supported training in Canada.
4. Current operation of Canada Manpower Training.
5. The future environment for occupational adult education in Canada.
6. Paid educational leave.
7. Canadian post-secondary education.
8. The future of manpower training.
9. A selective bibliography.

Canadian Association of University Teachers. "Guidelines Concerning Sabbatical Leave." CAUT Handbook, 1973.

This article provides ten recommendations for the establishment of a realistic sabbatical leave policy which the association deems to be a prerequisite for the maintenance of academic excellence.

\_\_\_\_\_. "Sabbatical Leave Policies - For the Faculty in Maritime and Western Provinces", CAUT, 1977.

Sabbatical leave policies are illustrated in chart form with the following headings: name of the university and percentage on leave (1976-1977); purpose for leave; eligibility requirements; application requirements; university contribution to normal salary; other.

\_\_\_\_\_. "Sabbatical Leave Policies - For the Faculty in Ontario", Ontario Confederation of University Faculty Association (OCUFA), 1977.

Sabbatical leave policies are illustrated in chart form with the following headings: name of the university; purpose of leave; eligibility and application requirements; university contribution to normal salary; other.



Canadian Broadcasting Corporation. Application for Job Related Courses - 100% Reimbursement Guidelines.  
Ottawa: CBC, June 1976.

This document describes the reimbursement policy for those job-related courses taken over a period of time for which the employee prepays the cost and is eligible for 100 percent reimbursement upon satisfactory completion and/or attendance of the course. Also included are 50 percent reimbursement guidelines.

Canadian Education Association. Leave Policies and Practices of Canadian School Systems. Toronto: CEA, June 1974.

This report summarizes the policies and practices of major school boards in Canada with respect to five types of leave: cumulative sick leave; extended leave for health reasons; maternity leave; sabbatical leave; leave of absence for study (not sabbatical). Data for each of the five types of leave were collected by means of a questionnaire sent to 63 school boards across the country.

Canadian Institute of Chartered Accountants (CICA). Special Committee on Required Professional Development - Summary Report. Toronto: CICA, August 1975.

This summary report provides a series of recommendations on continuing professional development for chartered accountants in order to ensure updating of technical knowledge following qualification.

Canadian Labour Congress. Paid Educational Leave. Compiled by the Education Department of the CLC, no date.

This document contains the CLC's policy statement on paid educational leave (PEL) and statistics and developments relating to PEL. Also included are a series of newspaper articles on educational leave.

\_\_\_\_\_. Strategy and Proposals of the Canadian Labour Congress Regarding Paid Educational Leave.  
Toronto: Canadian Labour Congress, 1977.

This paper outlines the CLC's interpretation of PEL and proceeds to examine the main objectives and obstacles to the adoption of PEL in Canada, the potential cost of PEL, the role of the universities, and workers' rights to PEL.



Canadian Teachers' Federation. Bibliographies in Education:  
Continuing Education for Teachers - No. 53. Ottawa:  
Canadian Teachers' Federation, June 1975.

This partially annotated bibliography is divided into 12 sub-topics - competency-based programs; continuing education in general; the continuing education unit; curriculum development by teachers; delivery systems; effects of in-service training on student learning; in-service programs on specific topics; leadership development; planning and organizing in-service teacher education; release time course credits; teacher centres; use of media in in-service programs.

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.Continuing Education for Teachers - Issues and Strategies. Proceedings of the 1975 Conference on Teacher Education, Vancouver, B.C., May 5-7, 1975.

The main theme of this conference was the examination and discussion of continuing education for teachers from three perspectives - the individual teacher, the teaching profession and the education system. The first section includes a number of articles and subsequent discussion dealing with continuing education; the second deals with selected strategies for continuing education of teachers; the third section deals with reports from group discussions and the fourth presents some concluding remarks. Some articles in this report are written in English, some in French and others contain short bibliographies.

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."Paid Educational Leave, Provisions for Recurrent Education, Literacy in Canada, Declining School Enrolment." Working paper, February 14, 1978.

This working paper examines the topics of paid educational leave, provisions for recurrent education, literacy in Canada, and declining school enrolment. These topics are examined in accordance with the following question: "What goals and strategies might be formulated to further the two principal objectives of the Canadian Teachers' Federation -- the promotion of education and the improvement of the status of the teacher?". Also outlined are the needs of Canadian workers for access to recurrent education and recommendations as to how their goals may be achieved.

Carnegie Commission on Higher Education. Less Time, More Options. Toronto: McGraw-Hill Company, 1971.

This report examines and makes recommendations concerning the general flow of students into and through the formal structure of higher education in the U.S. Included in the discussion are comments on the importance and current structure of degree programs as well as possibilities for improvement in the system.

Centre for Educational Research and Innovation. Alternation Between Work and Education - A Study of Educational Leave of Absence at Enterprise Level. Paris: OECD, February 1977.

The aim of this study was to analyze the policies of a small number of firms, covering both the private and public sector, where alternation between work and education was relatively developed. The firms were located in Germany, Italy, Sweden, Yugoslavia, the United Kingdom, and the United States. To establish a method of comparison, a common grid of attributes and similar enterprises in each country were examined. The main focus of the study was on the ways in which those who were actively employed in the selected industries had access to opportunities to alternate education and training with their employment.

\_\_\_\_\_. .Developments in Educational Leave of Absence.  
Paris: OECD, 1976.

The aim of this report is the evaluation of present developments in the sphere of educational leave and their implications. Educational leave of absence is examined in Belgium, Denmark, France, Germany, Italy, the Netherlands, Sweden, the United Kingdom, the United States and Yugoslavia.

\_\_\_\_\_. .Recurrent Education: A Strategy for Lifelong Learning. Paris: OECD, 1973.

The objective of this report is to clarify the concept, main features and objectives of recurrent education. It also outlines the major features of a future educational system geared towards the recurrent principle.

\_\_\_\_\_. Recurrent Education in the Federal Republic of Germany. Paris: OECD, October 1972.

This report is divided into two parts -- the present position of recurrent education in the Federal Republic of Germany and plans for the future. Each section begins with a broad conspectus followed by a short discussion of specific aspects, both organizational and financial. The authors are somewhat critical of the separation between general and vocational courses that has been maintained in the adult education sector as a whole. Included is a list of statistical tables dealing with enrolment and the "Arbeitsförderungsgesetz" (Labour Promotion Act).

Centre INFFO. Congés de Formation - Tableau de l'Evolution des Différents Congés de Formation et Situation Actuelle Après la Loi du 17 juillet 1978. Paris: Centre INFFO, 1978.

This chart summarizes the changes in French educational leave provisions from July 1970 to July 1978.

\_\_\_\_\_. Remuneration des Stagiaires des Formation Professionnelle Continue. Paris: Centre INFFO, 1979.

This chart incorporates the provisions of the administrative orders implementing the Act of July 17, 1978.

Charner, Ivan (et al.). An Untapped Resource: Negotiated Tuition-Aid in the Private Sector. Washington, D.C.: National Manpower Institute, May 1978.

The purpose of the National Manpower Institute's (NMI) study in Fall of 1976 was to determine the extent of utilization of tuition-aid programs as well as to identify the barriers which reduce workers participation. Five principal parties are recognized as important in the development, operation or use of education and training programs funded through tuition-aid plans (society, employers, unions, workers, educational establishments). Two surveys were conducted to collect data. Company and union officials were the subjects of one survey and workers that of the second. The report includes a summary of findings, a glossary of terms and references.

Charnley, A. Paid Educational Leave. St. Albans, England:  
Hart-Davis Educational, 1975.

The Department of Education and Science invited the British National Institute of Adult Education to survey the situation regarding paid educational leave in France, Germany and Sweden. This report builds up a case for the consideration by trade unions, employers and the government for the application in Great Britain of paid educational leave.

Commission of the European Communities (Directorate - General for Social Affairs). Educational Leave in the United Kingdom. V/1572/74-E, 1974.

The purpose of this report was to examine current practices of educational leave in the United Kingdom. Ninety-five companies were contacted to determine what study arrangements exist, whether the various companies differed in their treatment of senior executives as well as staff and works employees and whether the leave granted was paid or unpaid. The report includes a glossary of terms, tables, charts and appendices.

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.European Handbook on Aids for Adult Vocational Training. Brussels, November 1976.

This report examines aid measures for vocational training in Belgium, Denmark, France, Ireland, Italy, the Netherlands, the United Kingdom. Also noted is the European Social Fund which was established in September 1960 by the European Economic Community.

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.European Handbook on Aids for Adult Vocational Training, Annex. Brussels, November 1976.

The aim of the study is to respond to the need for information on aids for adult vocational training by participants in these aid systems either in the member states or in community bodies. The report is operationally and practically based, rather than documentary, and provides a unique classification system on the various national and community aid systems. The results of the work are given in two different documents - the handbook itself and the annex which is comprised of the monographs and additional information.

.Report on Study Leave in the Federal German Republic. V/877/74-E, 1974.

This report concerns itself with those activities which contributed to the introduction and implementation of study leave in the Federal Republic of Germany. Included are a definition of the concept of study leave and its objectives and an outline of the legal basis for granting study leave and for the maintenance of participants and programs. Other topics dealt with are educational programs and institutions, the financing and acceptance of conditions for study leave and the future of study leave. A statistical annex is also included.

.Study on Educational Leave in Belgium. V/656/72-E, 1972.

This report first examines the legal basis for educational leave. The report also deals with financing, leave for trade union and industrial training. Finally, measures being considered with respect to study leave are considered.

.Study Leave in France. V/682/72-E, 1972.

This report analyzes study leave as it applies to France. Topics considered are: the legal basis; training leave and establishments; conditions governing the granting of study leave and the procedure for financing such leave; possible study leave measures in the future.

Commission on Post Secondary Education in Ontario. Manpower Retraining in Ontario. Canada: Sterling Institute, Canada, Ltd., November 1971.

This report describes various manpower retraining programs as they existed in the Province of Ontario in 1970-71. In addition to providing detailed descriptions, the report describes some problems and alternatives.



Council of Europe. Permanent Education. Strasbourg: Council of Europe, 1970.

This series of studies were the first published results of the work carried out by the Council for Cultural Cooperation on the idea of permanent education. The studies are the result of Council efforts to lay the basis for a coherent and forward-looking program for European education. The general topics covered are: "Concept and Strategy"; "Psycho-sociological and Methodological Aspects"; and "Projections of Trends in Identifiable Situations".

\_\_\_\_\_. Permanent Education - A Framework for Recurrent Education. Stockholm, Sweden: Council of Europe, June 1975.

This volume is an account of the work accomplished and the publications produced by the Council of Europe since 1967 concerning permanent education.

\_\_\_\_\_. Permanent Education - Final Report. Strasbourg: Council of Europe, 1978.

The objective of this report is to analyze and compare the 25 pilot projects dealing with education, which were set up between 1972 and 1976 in various European countries.

Coxon, June. "Examining Paid Educational Leave", The Labour Gazette, (Nov/Dec 1978), pp. 512-513.

The article briefly examines the discussion paper produced by the Commission of Inquiry on Educational Leave and Productivity and the report on the Paid Educational Leave Conference held in Vancouver in May 1978.

Cropley, A. J. "Modern Education and the Challenge of Change", Lifelong Education...A Psychological Analysis. Toronto: Pergamon of Canada, Ltd., 1977, pp. 12-35.

This chapter outlines the criticisms of contemporary educational systems which are predicated on the fact that the current organization of schooling does not take into adequate account the fact that we live in a changing world. Other chapters include a detailed analysis of the arguments for the concept of lifelong education and a discussion of the way in which psychological knowledge can be applied to the analysis of lifelong education.



Cross, P. K., J. R. Valley and Associates. Planning Non-Traditional Programs. San Francisco: Jossey-Bass Publishers, 1974.

This book presents an overview of non-traditional study and describes the characteristics of non-traditional opportunities and programs currently provided or planned by American colleges and universities. Included is an annotated bibliography on non-traditional study.

Crummenerl, R. and G. Dermine. Educational Leave, A Key Factor of Permanent Education and Social Advancement. Strasbourg, France: Council of Eurorpe, 1969.

This monograph deals, in a succinct fashion, with the general developments in Europe in the area of educational leave up to 1968. It also presents an overview of legal provisions and collective labour or other agreements governing leaves granted for educational purposes in sixteen countries.

Currie, Coopers and Lybrand Ltd. The Costs and Benefits to Employers of Apprentice Machinists in Ontario. Toronto: Ministry of Colleges and Universities, 1978.

The objective of the study was to determine and quantify the costs and benefits to employers of apprentices in four trade areas: construction trades, motive power trades, service trades, and non-regulated or industrial trades.

Debunne, Georges. "Study Leave for Belgian Workers", Free Labour World, no. 276, (June 1973), pp. 15-16.

This article is a brief report by the General Secretary of the Belgian Trade Union Federation (FGTB) on the new law regarding study leave in Belgium.

Delai, Nadio. "Alternation Between Work and Education - Italy". A report submitted to OECD in Paris, 1976.

This study examines educational leave provisions and the 150 hours experiment in Italy.

Delephine, M. P. Rapport concernant l'enquête sur les credits d'heures. Bruxelles, janvier, 1977.

This report discussed an enquiry which was carried out by the Ministère de L'Emploi et du Travail to analyze the effectiveness of the credit hour scheme in Belgium. The report distinguishes between general, professional, and union training. It contains a number of suggestions for change.

Department of Industry, Trade and Commerce. A Report of the Sector Task Force on the Canadian Aerospace Industry. Ottawa, June 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Automotive Industry. Ottawa, 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Cement and Concrete Industry. Ottawa, July 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Commercial Printing Industry. Ottawa, June 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Construction Industry. Ottawa, 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Electrical Industry. Ottawa, July 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Electronics Industry. Ottawa, August 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Fertilizer Industry. Ottawa, October 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Food and Beverage Industry. Ottawa, June 1978.

\_\_\_\_\_. A Report by the Sector Task Force on the Canadian Footwear Industry. Ottawa, 1978.

- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Forest Products Industry. Ottawa, June 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Furniture Industry. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Machinery Industry. Ottawa, June 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Non-Ferrous Metals Industry. Ottawa, June 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Ocean Industry. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Petrochemical Industry. Ottawa, June 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Plastics Processing Industry. Ottawa, June 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Primary Iron and Steel Industry. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Processed Fruit and Vegetable Industry. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Shipbuilding and Repair Industry. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Textile and Clothing Industries. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Tourism Industry. Ottawa, July 1978.
- \_\_\_\_\_. A Report by the Sector Task Force on the Canadian Urban Transportation Industry. Ottawa, 1978.
- \_\_\_\_\_. A Report by the Second Tier Committee on Policies to Improve Canadian Competitiveness. Ottawa, October 1978.

.Action for Industrial Growth - A First  
Response. Ottawa, November 1978.

These monographs outline the prospects and problems facing major industrial sectors in Canada. In many of these reports the problem of the shortage in skilled manpower is outlined.

Dickinson, Gary. "Adult Illiteracy in Canada and British Columbia", Pacific Association for Continuing Education Newsletter, vol. 9, no. 1, (1979).

The author notes that Canadian attempts to provide education for adult illiterates have been both "mini-scale and spasmodic". Included in the article are illiteracy rates among men and women, among ethnic groups, among rural and urban centres, among industries, and among the provinces.

.Education and Training of British Columbia's  
Adult Population: Extracts from 1971 Census  
Reports. Burnaby, B.C.: Pacific Association  
for Continuing Education, November 1975.

This report consists of selected tables extracted from the 1971 Census pertaining to:

1. levels of education and training of British Columbia's adult population;
2. differences in education and training in various parts of the province;
3. demographic characteristics of the population in relation to education and training.

."Educationally Disadvantaged Adults in Canada",  
Adult Literacy and Basic Education (Summer 1978),  
pp. 83-89.

The author briefly examines the extent to which Canadians are educationally disadvantaged. He also discusses the characteristics of illiterates and of the undereducated.

.The Undereducated of British Columbia.  
Vancouver, B.C.: Department of Adult Education, University of B.C., January 1978.

This study examines various characteristics of the under-educated in British Columbia (e.g. sex, income, age, ethnic background) on the basis of less than five and less than nine years of schooling.

Dickinson, Gary and Verner Coolie. "Canada", Learning Opportunities for Adults: Participation in Adult Education - Vol. IV. Paris: OECD, 1977, pp. 76-109.

The purpose of this report is to estimate the extent of participation in adult education in Canada by analyzing the available data about participation. Also considered are the factors that influence participation rates, the cost of providing adult education and the problems encountered when attempting to assess participation in Canada and elsewhere.

Dodge, William. Skilled Labour Supply Imbalances: The Canadian Experience. New York: British North American Committee, November 1977.

This is a study of the problem of skilled labour shortages in Canada. Data were collected by interviewing company officials in industries. It is concluded that while skilled labour shortages in Canada are not obstructing economic expansion at the present time, they have done so in the past and will probably do so again in the future.

"Does Continuing Education Provide Return on Investment?", Automotive Engineering, (September 1978).

This brief article outlines the conclusions drawn from a pilot study designed to define statistically the relationship between measurable performance of engineers on the job and participation in continuing education.



Draper, J. A. and A. Alden. The Continuing Education of Employees - A Review of Selected Policies in Ontario. Toronto: Ontario Institute for Studies in Education, 1978.

This report presents the results of a study of policies governing educational assistance plans for hourly and salaried employees in selected non-governmental organizations in Ontario. Included in the report is a summary of tuition refund and educational leave plans for workers in selected Western European countries and in Canada.

Dubin, Samuel S. "The Psychology of Lifelong Education: New Developments in the Professions", International Review of Applied Psychology, vol. 23, no. 1, (1974), pp. 17-31.

This article examines the definition of 'professional obsolescence' and its symptoms and causes. It also reports, briefly, on the activities of a number of professionals in their attempt to combat obsolescence. The areas analyzed are medicine, education, psychology, law, dentistry, management and engineering.

Duckenfield, Mike. "Paid Study Leave Scheme Gets Cold Shoulder", The Times Educational Supplement, (December 17, 1976), p. 11.

This article discusses the decision of Sweden to ease its subsidy rules for local authorities to combat the decline of enrolments in educational association courses. Included are statistics on participation in adult education.

Duerr, Michael G. Are Today's Schools Preparing Tomorrow's Business Leaders? Ottawa: Conference Board of Canada, 1974.

This is a report of a survey of a panel of world business leaders. In the survey, the 98 panelists from 41 countries were asked to assess the educational preparation of young men and women for careers in business and industry. Of particular interest is a short chapter on "Education in the Firm".



Dymond, William R. "The Impact of Recurrent Education on the Labour Market", Labour Gazette, (September 1977), pp. 411-416.

This article outlines the dimensions of recurrent education including its origin, approaches to recurrent education, its objectives and orientations, and application of the concept. The author notes that recurrent education involves **changing** educational systems so that they no longer primarily provide education, in one stretch, to youth.

\_\_\_\_\_. "Impact of Wider Educational Opportunities on Labour Markets - Lifelong Education." Paper presented at the Fourth World Congress, International Industrial Relations Association, Geneva, Switzerland, September 6-10, 1976.

This paper defines the concept of recurrent education. Also discussed are developments in recurrent education and training, the economics of recurrent education, equality of opportunity, labour market stabilization, economic change and employment security, and industrial democracy in North America and Europe.

Eaton, J. K. "Paid Educational Leave." Discussion paper presented to the Conference of the Canadian Association of Administrators of Labour Legislation, Saskatoon, Saskatchewan, September 1977.

In this paper, the author describes the rationale for the current increase in paid educational leave in Canada. He also surveys some current Canadian schemes and provides some estimates of resources available, and presents a proposal for a Canadian approach to paid educational leave. Also included, in the appendices, are descriptions of relevant plans which exist in a number of OECD countries.

Eberle, August and Robert Thompson. Sabbatical Leaves in Higher Education. Bloomington, Indiana: Student Association for Higher Education, 1973.

The aim of this report on sabbatical leave practices of 386 institutions of higher education is to provide information that can serve as a guide for institutions which do not currently provide sabbatical leave in the United States.

"Education Committee Report", The Labour Gazette, (June 1976), pp. 299-300.

This piece outlines the document adopted by the Canadian Labour Congress' Education Committee on Paid Educational Leave.

"Educational Leave in the Netherlands: A Review of Recent Developments", European Industrial Relations Review, vol. 24, (December 1975), p. 17.

This report outlines the legal provisions for educational leave in the Netherlands. It also deals with the topics of paid leave and vocational training, collective bargaining agreements and recent developments.

"Educational Leave - The Policy Picture", Interaction (August 1973), pp. 3-4.

This article examines five agreements between the federal Treasury Board in Canada and the Public Service Alliance relating to Information Services, Nursing, Social Science Support, Clerical Regulatory, and Secretarial, Stenographic, Typing groups.

Employers' Council of British Columbia. "Governments and Labour-Management Relations...Addressing the Challenges of Federal Government Initiatives in Employee Relations", Vancouver, B.C.: Employers' Council of British Columbia, June 1977.

This article outlines the Council's view on paid educational leave. The Council states that if government intends to legislate PEL with the total cost being borne by industry, they will reject the proposal.

Environics Research Group Ltd. (ERG). College Co-op Review: A Study of Co-operative Education in Colleges of Applied Arts and Technology. Prepared for the Ontario Ministry of Colleges and Universities by ERG, October 1977.

The objectives of this study are to review cooperative education in the Colleges of Applied Arts and Technology (CAAT) system and to develop a series of guidelines for the further expansion of this concept.

"Executive Sabbaticals - A Fringe That Pays Double Dividends",  
U.S. News and World Report, vol. 78, (January 1978),  
pp. 74-75.

This article outlines various types of "sabbatical" schemes for executives including educational, exchange, public service and "freeform" leaves. It includes brief statements from various participants and discusses the practices of selected companies.

Feinstein, Otto and Frank Angelo. To Educate the People - An Experimental Model for Urban Higher Education for the Working Adult. Detroit: Center for Urban Studies, Wayne State University, 1977.

This document describes the University Studies/Weekend College (US/WC) Program at Wayne State University and some of its implications for the working adult.

Flemming, W. G. Ontario's Educative Society: Post Secondary and Adult Education - Vol. IV. Toronto: University of Toronto Press, 1971.

Chapters 20 and 21 of this volume present overviews of "Government Programmes for Adult Training and Retraining" and "Training within Business and Industry". The latter chapter has brief outlines of the training programs of 28 Canadian companies. It also deals briefly with private business education agencies (both profit and non-profit).

"France - Agreement on Continuous Training", Social and Labour Bulletin, no. 3, (September 1976), pp. 302-303.

This article discusses the new training agreement made on July 9, 1978. It provides for improvements in the areas of the provision of information on training to works committees and the right of individual workers to training leave in France.

"France - Operation of a Social Budget", European Industrial Relations Review, no. 52, (April 1978), pp. 21-22.

This article focusses on the operation of the "social budget" at the head office of Pechiney Ugine Kuhlman group of companies in France. Workers and their families benefit from a special allocation of FF 100,000 which is utilized for educational grants for employees' children, and support for employees undertaking job-related training.

Fraser, J. A. Education in Peel Secondary Schools. Toronto, January 1979.

The author provides an historical analysis of programming for Grades 9 - 13 in Peel secondary schools. Also examined are the problems and possible improvements of curriculum programming and their relevance to the future of the potential graduate in relation to business and industry, colleges and universities, and the labour force.

Gary, William and Herbert A. Levine. Survey of Tuition Aid Programs and Educational and Retraining Allowances in the IUE Collective Agreements. March 1969.

This is a survey of the Research Department on education and training provisions in IUE contracts for the IUE Educational Opportunity and Upgrading Programs.

Gass, J. R. "Recurrent Education - A Solution to the Crisis of Education?", Paris: OECD, no date.

This article examines the ways in which recurrent education could affect the individual. The author concludes that many more bridges must be created between the school and real life, between the formal educational system and training activities and experience in industry and between the learning and doing parts of the individual's process of development. He states that a system of recurrent education can only emerge if there is closer coordination of policies between the various public authorities (educational, labour and social) and if the responsible social groups (employers, trade unions, teachers and parents) are brought into the process of policy formation.

Gaugler, Eduard. "Bildungsurlaub für Arbeitnehmer auf gesetzlicher Grundlage", Saarbrücken: Arbeitskammer Saarlands, 1977.

This report examines provisions for educational leave in Berlin, Bremen, Hamburg, Hessen and Lower Saxony. Included are descriptions of the extent of entitlement, the objectives and contents of the laws, the types of programs available to leave-takers, and the number of employees taking advantage of educational leave.

Government of Quebec's Superior Council of Education. Elements of an Adult Education Policy Within the Context of Continuing Education. Report adopted at meeting 214 on October 13, 1978, Quebec City.

This paper is subdivided into four sections. Part 1 summarizes the position of major international organizations on educational leave. In the second part, a brief description of practices and legislation in effect in certain countries is given. Part 3 defines the main elements of a paid educational leave policy and the final section identifies some of the problems to be solved and measures to be taken in preparing a policy of paid educational leave.

Gunderson, Morley. "Training in Canada: Progress and Problems", International Journal of Social Economics, vol. 4, no. 1, (1976), pp. 2-23.

The purpose of this article is to examine the evolution, objectives and financing of manpower training programs in Canada. Included is an evaluation of the various forms of training available.

Hall, O. and R. Carlton. Basic Skills at School and Work: The Study of Albertown. Toronto: Ontario Economic Council, 1977.

The inquiry was designed to assess the problem of basic skills in two areas - how knowledgeable in mathematics and English are young people who enter the world of work from the secondary school system; and, how well prepared in basic skills are they for handling the requirements of post-secondary education.

Hanuschak, Ben. The Effects of Integrating Work with Education: A Follow-up to the 1975 Work/Study Program. Manitoba: Youth Secretariat, 1976.

A questionnaire was administered to determine whether the program fulfilled its objective of providing employment and academic assistance to disadvantaged students. This paper reviews the limitations of the research study and the objectives for future research. Also included are a bibliography and appendices.



\_\_\_\_\_. Work/Study for the Handicapped - Report for Summer 1976. Manitoba: Youth Secretariat, 1976.

This study reports on an attempt to offer the opportunities of work/study to the trainable mentally handicapped student population of Prince Charles. It summarizes the experiences of the three tutor-counselors hired to carry out the project.

Harrison, Allen. "Case for the Ten-Week Bonus Leave", Compensation Review, vol. 18, no. 3, (1978), pp. 61-63.

The author argues for a policy which would allow for paid leave every third to fifth employment year for selected middle managers. The primary motives for such leave would be to increase productivity and maximize profits of firms.

Healy, J. M. "The Sabbatical - Executive Style", Dun's Review, vol. 103, (March 1974), pp. 74-77.

This article briefly examines executive sabbatical programs in selected U.S. companies.

Horner, John. "Some Observations on Presidential Leaves", Liberal Education, vol. 15, (December 1970), pp. 557-561.

The author records his observations concerning the philosophy, mechanics and structure of presidential leaves (in universities and colleges) and outlines three intangible benefits.

Houwing, J. F. and A. M. Kristjanson (eds.). Inventory of Research Into Higher Education in Canada - 1979. Ottawa: Association of Universities and Colleges, 1979.

This edition of the inventory describes 263 innovative and experimental research projects dealing with higher education which are currently in progress or have been completed in 1978. Section F lists 19 projects dealing with extension and continuing education. Topics include adult learning, curriculum and off-campus instruction.



Humphreys, Elizabeth and John Porter. Part-time Studies and University Accessibility. Ottawa: Department of Sociology, Carleton University, October 1978.

This study, based on a survey of part-time students at Carleton University, examines what types of individuals are most likely to enrol in part-time studies, and the inter-relationship of careers and part-time studies.

"Important Developments in the Field of Paid Educational Leave", Labour Education, (October 1974), pp. 21-30.

This article contains information about the International Labour Conference (59th Session, June 1974). In particular, the article deals with the texts submitted to the convention, the accompanying recommendations, and the resolution on paid educational leave.

Information Bulletin: Vocational Training in Belgium. Brussels: Commission of the European Communities, 1978.

Information Bulletin: Vocational Training in the Federal Republic of Germany. Brussels: Commission of the European Communities, 1978.

Information Bulletin: Vocational Training in France. Brussels: Commission of the European Communities, 1976.

Information Bulletin: Vocational Training in the United Kingdom. Brussels: Commission of the European Communities, 1976.

These information bulletins briefly describe the historical development, legal basis, financing methods, and organization of educational and vocational training systems in the respective countries.

International Labour Conference. "Convention Concerning Paid Educational Leave, Convention 140." Geneva: ILO, 1974.

This document defines paid educational leave (PEL) and provides a description of a policy designed to promote the granting of PEL for the purpose of training at any level; general, social and civic education, trade union education.

\_\_\_\_\_.58th Session. Paid Educational Leave,  
Report VI (1). Geneva: ILO, 1973.

This report outlines the background and purpose of paid educational leave, examples of national practice, financial aspects of educational leave, duration and forms of educational leave, possible international action. It also includes a questionnaire sent to the various governments on paid educational leave and technical appendices.

\_\_\_\_\_.59th Session. Paid Educational Leave,  
Report IV (1). Geneva: ILO, 1974.

The purpose of this report is to transmit to governments the texts of the proposed convention and proposed recommendations based on the conclusions adopted by the Conference at the 58th Session.

\_\_\_\_\_.59th Session. Paid Educational Leave,  
Report IV (2). Geneva: ILO, 1974.

This report is based on replies from the various governments on paid educational leave and outlines their main observations. The second section of the report contains English and French versions of the proposed convention and the proposed recommendations.

\_\_\_\_\_. "Recommendation Concerning Paid Educational  
Leave - Recommendation 148." Geneva: ILO,  
1974.

This document defines the concept of paid educational leave.

\_\_\_\_\_. "Recommendation Concerning Vocational Training -  
Recommendation 117." Geneva: ILO, 1962.

This recommendation outlines the general principles of vocational training designed to prepare or retrain individuals for initial or later employment.

International Labour Office. Report of the Meeting of Experts on Paid Educational Leave. Geneva: ILO, January 1972.

This document contains a report of the meeting and a list of participants (representatives from government, employers, workers and universities, UNESCO, the Council of Europe and labour organizations).

"ILO Prepares Educational Leave Convention", The Non-Manual Worker, (August-September 1971), pp. 4-5.

This article discusses the upcoming ILO convention and the meeting of experts.

"Italy - The '150 hours' Experiment", ILO Social and Labour Bulletin, (June 1975), pp. 221-223.

This report discusses an experiment financed by the Minister of Education in Italy. Other participants were regional and local authorities. The report illustrates the disparity between regions and notes that the Ministry of Education proposed to double the number of courses offered and increase the number of hours required for each course. It also proposes to make general statutory regulations.

Jain, Hem. "Information, Training and Effective Participation", Industrial Relations Journal, vol. 9, no. 1, (Spring 1978), pp. 48-60.

This article surveys the following topics:

1. Current provisions on disclosure of information (statutory and/or voluntary agreements) in western industrialized countries.
2. The problems that may arise due to such disclosure.
3. The Belgian, French, German and British experience with regard to these problems.
4. The importance of training and the types of training needs for all those involved in participatory schemes.
5. The need for empirical research to evaluate the effectiveness of participatory schemes in individual companies.

\_\_\_\_\_. "Paid Educational Leave: Its Implications for Canada", Relations Industrielles, vol. 33, no. 3, (1978), pp. 485-500.

This working paper first provides an overview of the situation concerning paid educational leave as it exists in Europe. Included in this overview is a review of conditions for eligibility, training and educational programs and financing. Detailed analyses of the French and Belgian cases follow the overview. Finally, the author draws some implications for Canada.

Johnson, Donald E. "A Quarter-Century of the G.I. Bill", School and Society, vol. 98, (April 1970), pp. 226-228.

The Servicemen's Readjustment Act of 1944 (G.I. Bill) provided financial benefits to World War II and Korean Conflict veterans to participate in higher education. The article includes descriptions of the program, of the participants, and of the type of education or training undertaken. Also considered are the costs of the program.

Kaplansky, Kalmen. "Conditions of Life and Work - Some New ILO and Western European Approaches." 1976.

This paper first discusses the main thrust of the ILO program entitled "International Program for the Improvement of Working Conditions and Environment". In particular, the aspects of the program concerning economics, working time and work organization and content are stressed. The paper next deals with some elements of the ILO European program and ends with a discussion of working conditions and government policy in the United Kingdom, the Netherlands, the Federal Republic of Germany, France and Sweden.

\_\_\_\_\_. "Continuing Education." Address presented at the Annual Meeting of the Canadian Association for University Continuing Education, Peterborough, Ontario, June 9, 1975.

In this speech, given at the Annual Meeting of the Canadian Association of University Continuing Education, the author deals with five topics:

1. Can continuing education cope adequately with the continuing explosion of knowledge?
2. How is continuing education defined?
3. Relations with clients.
4. Paid educational leave.
5. Social objectives.

Katzell, R. A., P. Bienstock and P. H. Faerstein. A Guide to Worker Productivity Experiments in the United States 1971-75. New York: New York University Press, 1977.

The objective of this guide, commissioned by the Work in America Institute, is to define work structures and experiments which have improved the quality and quantity of products or services. This volume reports the results of a review of recent field experiments aimed at understanding and improving worker productivity.

Kidd, J. R. (ed.). Adult Education in Canada. Toronto: Canadian Association for Adult Education, 1950.

This book of readings, although somewhat dated, gives an interesting insight into various aspects of adult training in Canada. Among the various general topics treated are: Origins, Ideas and Goals; Organizations and Institutions; Methods and Techniques; Students and Teachers; Observation and Criticism; and the Present and Future.

Kidd, J. R. and Gordon Selman. Coming of Age: Canadian Adult Education in the 1960's. Toronto: Canadian Association for Adult Education (CAAE), 1978.

This book is the third in a series of anthologies published by CAAE which are intended to reflect aspects of the adult education movement in Canada.



Kieswalter, D. P. "Vocational Training and Skill Development - a Comparison Between Canada and West Germany", Canadian Vocational Journal, vol. 14, no. 1, (May 1978), pp. 15-17, 29, 31-35.

The main focus of this paper is on the problems of vocational training, the development of skills and the formation of work attitudes in Canada. Included in the article is a discussion of the history and present condition of vocational training and apprenticeship in Canada and West Germany.

Knox, Alan B. Adult Development and Learning. San Francisco: Jossey-Bass Publishers, 1978.

In this book, the author examines the circumstances under which adults learn most effectively, the learning abilities that increase or decline with age, and the characteristics that affect development and learning (e.g. education, occupation, family roles).

Konrad, A. G., D. B. Baker and W. W. McNairn. Labour Education in Alberta: An Assessment of Activities, Needs and Preferences. Edmonton: Centre for the Study of Post-secondary Education, University of Alberta, April 1979.

This project, commissioned by Athabasca University and the Alberta Federation of Labour, examines existing provisions for labour education, the background of workers and their involvement, needs and preferences in labour education.

Kurland, N. D. (ed.). Entitlement Papers. NIE Papers in Education and Work #4, Washington, D.C.: NIE, March 1977.

This volume is composed of eight papers which suggest further incremental steps that may be taken to test the feasibility of various entitlement proposals for lifelong learning needs of the American people.



"Labour Education in Canada", Labour Education, no. 37, (1978), pp. 10-12.

This article briefly describes the financial assistance program for labour education announced by Labour Canada in 1977.

Larsen, D. H. "One Year Later - Xerox Leave Program Isn't Easy to Assess", Industry Week, no. 176, (February 5, 1973), pp. 18-21.

This article describes the Xerox social leave program which is open to any employee with three or more years of service.

"Leave for Non-Vocational Training in the Post, Telegraph and Telephone Sector of Europe", European Industrial Relations Review, vol. 45, (September 1977), pp. 8-11.

This piece briefly describes the rights of employees in part of the communications sector to leave for non-vocational training. It looks at the following questions: May such leave be taken? How much leave is permitted? What form of payment is made during such leave in Belgium, Denmark, France, Germany, Italy, Ireland, the Netherlands, Sweden and the United Kingdom?

Legave, C. "Le credits d'heures en Belgique". Paris: Centre INFFO, 1979.

Included in this memo are descriptions of:

1. the philosophy and objectives of the credit hour system;
2. conditions of eligibility;
3. types of courses, duration and arrangement of leave;
4. remuneration;
5. financing of the scheme.

\_\_\_\_\_. "Les 150 Heures en Italie". Paris: Centre INFO, 1979.

This memo describes the right to paid study leave for workers during working hours which was established in 1973 by an agreement between employers and unions. Briefly outlined are conditions of eligibility, remuneration, types of courses and training institutions.

"Letting the Boss Take a Sabbatical: Eastern Gas Urges Top Executives to Take Time Off to Study and Think", Business Week, (April 8, 1972), pp. 42-43.

This article describes the benefits of sabbatical leaves for chief executives and senior managers.

Levine, Herbert A. "Collective Bargaining and Educational Opportunity", Training and Development Journal, vol. 31, (June 1977), pp. 50-56.

The purpose of this article is to report on ongoing research. It highlights developments in paid educational leave. It also includes a description of the collective bargaining and legislative efforts to the unions in Europe and the United States to expand education and training opportunities for workers.

\_\_\_\_\_. "Education - An Emerging Fringe Benefit", American Federationist, vol. 77, (March 1970), pp. 11-16.

The author describes the emerging need for workers education and the role of trade unions in meeting this need. He also notes that the role of organized labour is restricted due to limited financial resources. Accordingly, it should receive federal funds to assist it in the development and administration of educational advancement and skill upgrading programs.

\_\_\_\_\_. "Educational Opportunity - A New Fringe Benefit", Free Labour World, no. 212, (February 1968), pp. 16-18.

The author proposes a plan for financing labour educational activities by negotiating an educational fund similar to pension and welfare funds to which employers contribute a portion of the wage bill.

\_\_\_\_\_. "Paid Educational Leave", NIE (National Institute of Education) Papers in Education and Work, vol. 6, (March 1977).

This paper serves as an introduction to the subject of paid educational leave for administrators, policy makers and leaders in industry, labour and government. The author examines attempts made by the United States, Belgium, Denmark, France, Germany, Italy, the Netherlands, Sweden, the United Kingdom and Yugoslavia in establishing programs for financial assistance for employed adults in order to allow them to continue their education.

\_\_\_\_\_. "A Selected Bibliography on Paid Educational Leave." New Brunswick, New Jersey: Labour Education Center at Rutgers University, no date.

This is an annotated bibliography on paid educational leave.

Levine, Herbert A. and Edward Cohen-Rosenthal. Promising Horizons: Cooperative Opportunities Among Labour, Management, Education and CETA in New Jersey. New Brunswick, New Jersey: Rutgers, The State University, October 1977.

This report provides recommendations for labour, management, educators and government to consider efforts to develop effective and "cost-conscious" education and training programs (in short and long term). Data were gathered through a survey of companies, local unions and educational institutions.

Lind, Olof. "Training and the Swedish Law on Employee Participation in Decision-Making", Stockholm, Sweden: The Swedish Institute, March 1978.

Examined in this paper is the development of industrial democracy in Sweden. A brief description of the right to leave of absence for union studies is included.

Lusterman, Seymour. Education in Industry. A research report from the Conference Board's Public Affairs Division, New York: The Conference Board, Inc., 1977.

This study examines the aims, scope and character of employee education and training activities in a sample of U.S. corporations with 500 or more employees. Data were collected through a Conference Board questionnaire to which 610 companies responded.

Luttringer, Jean-Marie. "Réforme du congé de formation de la rémunération des stagiaires de formation professionnelle et de la promotion individuelle - Loi du 17 juillet 1978." Paris: Centre INFFO, 1978.

The document describes the French Act of July 17, 1978 which amends certain provisions of the Labour Code pertaining to promotion, training leave and remuneration of trainees.

\_\_\_\_\_. "Le congé de formation en Allemagne Federale." Paris: Centre INFFO, 1979.

This memo briefly describes the different types of educational leave provisions in German provinces and industries.

Macbeth, Mike. "Executive Refresh Thyself", Canadian Business, vol. 51, no. 8, (August 1978), pp. 64-66, 76-80.

This article briefly examines executive sabbatical leaves at IBM, Great-West Life Assurance Co., Bell Canada and Dofasco.

Machlup, Fritz. Education and Economic Growth. Lincoln, Nebraska: University of Nebraska Press, 1970.

In this essay the author analyzes the effect that educational effort may have on economic growth, the effect of rising incomes on the demand for education and their effect upon the cost of education. Part of the essay deals specifically with the rate of pay-off of training on-the-job and adult education.

McCready, Douglas. Income Distribution and Enrolment in Ontario's Post-Secondary Schools. Presented to the Canadian Economics Association, 11th Annual Meeting, Fredericton, N.B., June 1977.

This paper deals with the relationship between family incomes and enrolment in post-secondary institutions.

Mairé, Jacques. "Bilan et perspectives", Droit Social, no. 2, (fevrier 1979), pp. 184-191.

This article critically examines the French educational leave provisions in 1970 and the law of July 16, 1971. The author outlines directions and means for implementing a new policy on continuing education.

Manpower and Immigration. Training 75. Vol. 1, no. 1, Ottawa, 1975.

\_\_\_\_\_. Adult Training. Vol. 2, no. 2, Ottawa, 1976.

\_\_\_\_\_. Adult Training. Vol. 2, no. 3, Ottawa, 1976.

\_\_\_\_\_. Adult Training. Vol. 2, no. 4, Ottawa, 1977.

\_\_\_\_\_. Adult Training. Vol. 3, no. 1, Ottawa, 1977.

\_\_\_\_\_. Adult Training. Vol. 3, no. 2, Ottawa, 1978.

\_\_\_\_\_. Adult Training. Vol. 10, Ottawa, 1978.

\_\_\_\_\_. Adult Training. Vol. 11, Ottawa, 1978.

These journals contain short articles on manpower, apprenticeship and industrial training, curriculum development, recurrent and adult education, practical classroom and workshop innovations. Regular features in each journal include training improvement projects and Canada Manpower Training Program statistical information.

\_\_\_\_\_. Canada Manpower Programs - Manpower Training. Ottawa: Information Canada, 1975.

This paper presents the historical background of Manpower training programs and describes their evolution.



Mehmet, O. Who Benefits from the Ontario University System?  
Toronto: Ontario Economic Council, 1978.

This study explores the equity aspects of higher education in Ontario. The central assumption of the study is that university education represents a shared or joint investment by students and their parents.

Mellish, Michael. "Time Off for Trade Union Duties and Activities", Department of Employment Gazette, (March 1978), pp. 289-291.

This article briefly describes the terms of the Conciliation and Arbitration Service's Code of Practice on time off for trade union duties and activities which was approved by Parliament on November 28 and 29, 1977, and came into operation on April 1, 1978, when Sections 57 and 58 of the Employment Protection Act were brought into effect.

Miller, S. M. "Education and Jobs: Lessons of the 60's", Social Policy, (Jan/Feb 1972), pp. 43-45.

The author suggests the expansion of recurrent education and fair employment practices as means of meeting new widespread demands for jobs with a future.

Milton, Ohmer. Alternatives to the Traditional. San Francisco: Jossey-Bass Publishers, 1976.

This book examines different teaching-learning problems in higher education. In Chapter Four, the author describes alternative learning schemes such as personalized, individualized and process (PIP) instruction, and the open university system.



Ministry of Colleges and Universities. Training for Ontario's Future - Report of the Task Force on Industrial Training. Ontario: Manpower Training Branch, 1973.

The report presents the findings of the Task Force on Industrial Training. The following topics are discussed:

1. The evolution of industrial training in Ontario.
2. Industrial training in the United Kingdom, West Germany and Sweden.
3. Employers and manpower objectives.
4. An overview of industrial training in Ontario.
5. The government and industrial training.
6. Financing of training in industry.
7. Apprenticeship and licensing of trades in Ontario.
8. Improving relevance and quality of training.

A series of recommendations (48 in total) are outlined and discussed.

Morris, Vera. "Alternation Between Work and Education in the United Kingdom." A report submitted to OECD in Paris, 1976.

The study examines educational leave provisions in selected establishments in the manufacturing industry and the public sector in the United Kingdom.

Mulligan, Kathryn L. A Question of Opportunity: Women and Continuing Education. Washington, D.C.: The National Council on Extension and Continuing Education, May 31, 1973.

The aim of this document is to explain the need for increased opportunities for the continuing education of women. It includes an analysis of some factors which have inhibited career development and extended education for women. A series of recommendations for the development of special programs for women is included.

Munro, John. no title. Address to the Annual Meeting of the Canadian Association for Adult Education, Richelieu Inn, Windsor, Ontario, October 31, 1977.

Included in this address is a statement of the potential benefits of paid educational leave (PEL).

\_\_\_\_\_. "Paid Educational Leave for Canadian Workers." Address to Sixty-Third Session of International Labour Conference, Geneva, Switzerland, June 1977.

In this address, the Minister of Labour for Canada attempts to determine the feasibility of paid educational leave for Canadian workers and briefly outlines educational leave practices in France, West Germany, Sweden, Britain, Italy, Canada and the United States.

\_\_\_\_\_. "Paid Educational Leave for Canadian Workers", The Labour Gazette, (September, 1977), pp. 408-410.

In this piece Mr. Munro discusses the importance of paid educational leave for Canadian workers.

\_\_\_\_\_. "Worker Educational Leave for Skill-Training and Productivity." Address presented at the Conference on Paid Educational Leave sponsored by Pacific Association of Continuing Education, Simon Fraser University, and the Canadian Labour Congress at Simon Fraser University, Vancouver, B.C., May 6, 1978.

In this address the Minister describes his stand on the question of educational leave of absence for Canadian workers and the role of government and trade unions. Also included is a brief description of the role of three recently established industrial commissions. The commissions are:

1. Commission of Inquiry into Lay-offs and Redundancy of Employees in Federal Industries.
2. Commission of Inquiry into the Potential Benefits of Wider-based Bargaining.
3. Commission of Inquiry to Study the Feasibility of Educational Leave.

Munroe, David. The Organization and Administration of Education in Canada. Ottawa: Information Canada, 1974.

This book describes the evolution of Canada's education system, provincial educational systems, programs and structures.

Mushkin, S. J. (ed.). Recurrent Education. Washington, D.C.: National Institute of Education, 1973.

This volume is a collection of papers presented at the Georgetown University Conference on Recurrent Education in March of 1973. Topics discussed include:

1. policy directions for recurrent education;
2. supply and demand;
3. target groups;
4. education and the world of work;
5. financing and politics of recurrent education.

National Advisory Council on Extension and Continuing Education. Continuing Education, Continuing Need, Continuing Response, Continuing Education - Annual Report. Washington, D.C., 1977.

This report reviews the nature and extent of U.S. government involvement in extension and continuing education, and community service. Recommendations include altering the federal role in the provision of financial aid to continuing education and dissemination of federal education programs and services. Also considered are the improvement and expansion of the educational delivery system.

National Commission for Manpower Policy. Recent European Manpower Policy Initiatives. Washington, D.C., November 1975.

The objective of this review is to provide a brief survey of various employment measures utilized or introduced in Western European countries in response to the economic and social requirements of national policy.

National Institute of Education. Program Plan for Fiscal Years 1977/1978. Washington, D.C.: Education and Work Group, February 1977.

This volume describes the National Institute of Education's involvement in the study of education and work. Included are ten strategy packages for improving the relationship between education and work.

National Labour Market Board. Labour Market Training in Sweden. Solna, Sweden: National Labour Market Board, May 1978.

This article contains a synopsis of the data obtained from a survey which examined the effects of retraining on individuals and society. Included is an account of the underlying motives for retraining, a discussion of retraining in the United States, an empirical study of retraining in the county of Västerbotten and an appendix containing a section on multi-variate analysis. A section on the views of people who have undergone training is included.

Nelson, William. "Administrative Leaves: The Present Status", Liberal Education, vol. 59, (October 1973), pp. 318-324.

This article briefly describes the Danforth Short-term Leave Program established in 1968 and the status of administrative leaves in U.S. colleges and universities.

"New Dimensions in Worker's Education", Labour Education, no. 36, (1976), pp. 2-9.

This paper examines the extent to which the promotion and intensification of workers' education activities is an important means of action for positive and effective contributions of workers' organizations to economic, cultural and social development. It also briefly describes the ILO's Workers' Education Programme.

"New Education Leave at Manitoba Telephone System", Canadian Personnel, (November 1975), pp. 54-55.

This article outlines the purpose and terms of the new provisions for educational leave which are geared to allow greater freedom in fulfilling the various educational needs of different departments while making the maximum use of current personnel.

"New Educational Leave Act in Sweden", European Industrial Relations Review, vol. 14, (February 1975), pp. 11, 13.

This review outlines the new Swedish Act and its provisions for allowing employees the right to educational leave.

Noble, Howat. Employer-sponsored Training - Basic Concepts. Toronto: Ministry of Colleges and Universities, September 17, 1978.

This report is divided into five sections:

1. Why does Ontario need new initiatives in industrial training?
2. What will the new initiative achieve?
3. What are the features of employer-sponsored training?
4. What does employer-sponsored training require to succeed?
5. Conclusions.

Nollen, Stanley D. Paid Educational Leave: New Element in Firm-Level Manpower Policy? Reprint from Proceedings of the Thirtieth Annual Winter Meeting of the Industrial Relations Research Association, December 28-30, 1977.

The author in this short study examines the role of paid educational leave in firm-level manpower policy, managerial and union attitudes towards paid educational leave, and methods by which paid educational leave could be designed. The data for the study are based on paid educational leave programs in the health-care industry and the postal service.

\_\_\_\_\_. "Paid Educational Leave: United States Pilot Study." A report submitted to OECD in Paris, July 23, 1976.

This pilot study examines recent developments and the current status of paid educational leave for adult workers



in the U.S. It also analyzes the experience of seven enterprises which have paid educational leave provisions. Included is a discussion of the problems and benefits of paid educational leave for enterprises, for the individual, and for society.

\_\_\_\_\_. "Paid Educational Leave: Who Reaps the Benefits?", Monthly Labour Review, (May 1978), pp. 40-41.

The objective of this study is the assessment of the role and design of paid educational leave in firm-level employment and training policy in the United States.

Oddie, L. "Labour Studies and the Non-Traditional University - Towards Equality of Opportunity." A paper presented at the First Congress on Education (Sponsor: Canadian School Trustees Association), Toronto, Ontario, June 17-22, 1978.

This report outlines the way in which a non-traditional university (or a future-oriented traditional university) can contribute meaningfully to the quality of life in the workplace through multi-partite participation in the planning and implementation of flexible labour programs. The author uses Athabasca University as an example. Included is a listing of some key problems involved in the recognition of labour education.

Oliver, Michael (et al.). Report of the Task Force on Post-Secondary Education in Manitoba. Winnipeg, 1973.

Recommendations of the Task Force include:

1. increasing opportunities for obtaining degrees and diplomas on a part-time basis;
2. reduction of the role of the community college in providing Manpower training programs and leaving the responsibility for training to high schools, business and industry facilities;
3. development of in-service training of teaching personnel.
4. the establishment of a Commission on Post Secondary Education.



Ontario Institute for Studies in Education. Education on the Move: A Companion Volume to Learning to Be. Toronto: OISE, 1975.

This book contains extracts from the background papers prepared for the Report of the International Commission on the Development of Education. Of particular interest are chapters on "Lifelong Education", "Towards the Learning Society", "The Strategic Approach" and "Adult Education".

Organisation for Economic Co-operation and Development. Education and Working Life in Modern Society. Paris: OECD, 1975.

This booklet is the report of the Group of Experts on Education and Employment. The mandate of the group was to survey the relations between the educational system and working life in light of the social objectives in OECD countries in the 1970's. The second chapter "An Integrative Policy for Education" deals with the topic of recurrent education and recurrent work.

\_\_\_\_\_. Learning Opportunities for Adults: General Report - Vol. I. Paris: OECD, 1977.

This volume is the first of four studies in adult education in OECD countries. It makes note of general policies and reviews the funding and resources available for adult education. It also covers practical measures to widen access to learning opportunities, e.g. innovative programs, individualized learning strategies and guidance.

\_\_\_\_\_. Learning Opportunities for Adults: Participation in Adult Education - Vol. IV. Paris: OECD, 1977.

This volume provides quantitative evidence about the magnitude and characteristics of adult education activity in the following OECD countries: Austria, Canada, Denmark, Germany, Italy, the Netherlands, Sweden, the United Kingdom and the United States. It also contains proposals for a common statistical program for adult education.

.Reviews of National Policies for Education -  
Canada. Paris: OECD, 1976.

This volume contains three reports contributing to the examination of educational policy in Canada. This examination was conducted as one of a series of such Reviews of National Educational Policies by the Education Committee of the OECD. The first report is the Report by the Examiners, the second is the Record of the Confrontation Committee and the third is a summary of the Background Report which was issued separately.

Orr, Graeme. "Sabbaticals for All: A Plan for Self Renewal Every Seven Years", Atlas World Press Review, (June 1977), p. 38.

The author proposes that all persons including workers and housewives should be entitled to a year off to pursue a different activity, with the government paying them a stipend of approximately two-thirds their current average earnings.

"Paid Educational Leave", Canadian Labour, vol. 21, (June 1976), pp. 27-28.

This article recommends a national system of paid educational leave to meet the goal of continuing economic security for workers during the education or training period and after entering the workforce. Also outlined are the focal points of ILO Convention 140 on Paid Educational Leave.

"Paid Educational Leave", Canadian Labour Comment, (January 13, 1978), p. 7.

This brief article describes the Canadian Labour Congress' position on educational leave.

"Paid Educational Leave." Collected Speeches and Workshop Proposals from Conference on Paid Educational Leave held at Simon Fraser University, Vancouver, B.C., May 6-7, 1978.

This collection includes speeches by John Munro on the federal government and paid educational leave (PEL); on the Implication of PEL for Labour Education by Larry Wagg (National Director of Education, CLC); on Implications of PEL for Manpower Training by D. Stead (Manager,

Training and Technical Services - Canada Employment and Immigration Commission); on Implications of PEL for Education by G. Ivany (Dean, Faculty of Education, SFU); PEL by A. Thomas (President of CAAE); on PEL - Management's View by R. V. Clifford (Vice President of the Employers' Council of B.C.); and on Strategies for Implementing PEL - The Canadian Experience by G. Wilson (Education Director, U.A.W.).

"Paid Educational Leave (PEL) is Moving Up on the List of Bargaining", Canada Labour Views, LVI 1205, (August 7, 1978), pp. 1-2.

This article briefly describes the U.A.W. paid educational leave scheme which requires employers to pay 1¢ per hour for each employee into a fund which is to be utilized for union training.

"Paid Leave for Auto Workers", The Labour Gazette, (June 1977), pp. 245-246.

This article summarizes the agreements between the United Auto Workers and Rockwell International (Canada) concerning paid educational leave.

Pearl, Brian (ed.). Labour Education in Canada. Ottawa: Canada Department of Labour, 1975.

This volume is the report of the proceedings of the National Conference on Labour Education held in Ottawa in April of 1975. Topics covered in the report are: "Partisans and/or Citizens: Cooperation of Unions, Universities, Colleges and Adult Education Organizations in Labour Education in Canada"; Canadian Labour Congress Report on the "Basic Issues Related to Labour Education Policy"; "Confederation of National Trade Unions Report on the Basic Issues Related to Labour"; "Current Trends in Cooperation between Unions and Educational Institutions in Canada"; "Educational Institutions in Canada"; "Educational Activities of Trade Unions: Some Research Findings"; "Applied Research in Support of Labour Education"; and "Current International Developments in Labour Education". Also included in the volume is a statement by the conference rapporteurs and a policy statement made by the Drafting Committee of the National Conference on Labour Education.

Peitchinis, Stephen G. "The Effect of Technological Changes on Educational and Skill Requirements of Industry." Calgary, Alberta, April 1978.

This study reports on the results of an extensive survey of Canadian industries which was concerned with technological changes. Of particular interest are the data relating to the upgrading and retraining of employees affected by technological change.

Perigoe, J. R. "Educational Leave: Does Canada Want It?", Canadian Personnel and Industrial Relations Journal, (October 1978), pp. 14-16.

This article contains short excerpts from the draft discussion paper by the Commission of Inquiry on Educational Leave and Productivity. Included are the possible beneficial and negative effects of an educational leave policy for Canada.

Perry, P. J. C. The Evolution of British Manpower Policy. London: Grosvenor Press, 1976.

This book examines the historical development of British Manpower policy with particular emphasis on the Industrial Training Act of 1964. An assessment is made of the Act's performance during its first nine years.

Petroleum Industry Training Service. Information Bulletin. Edmonton, Alberta: P.I.T.S., no date.

This pamphlet explains the organization and function of the Petroleum Industry Training Service (P.I.T.S.).

Phillips, Roy. "Education and the Competitiveness of Canadian Industry." Address to the First Canadian Workshop on Paid Educational Leave, Richelieu Inn, Windsor, Ontario, November 1, 1977.

Included in this address are a definition of paid educational leave, and a description of programs developed by the CMA and other employer organizations. A short survey was conducted among several member companies to learn more about their policies for providing educational assistance to employees.

Pornschlegal, Hans. "Alternation Between Work and Education - Three German Case Studies." A report submitted to OECD in Paris, May 1976.

This study examines the German provisions for paid educational leave for vocational training, general, social and civic education, and trade union education. Forms of alternation between work and education are analyzed with reference to the posts and telecommunications administration (DBP), the German postal trade union (DPG), Seiman AG (electrical manufacturers) and Bayer AG Leverkusen (chemical producers).

Powell, R. M. and C. S. Davis. "Do University Executive Development Programs Pay Off?", Business Horizons, (August 1973), pp. 81-87.

To investigate the cost and benefits of university executive development programs, a research project was designed to examine the attitudes and reactions of those corporate executives responsible for the selection of development programs and participants. Data were collected from 100 of the largest U.S. business corporations who utilize university programs.

Professional Institute of the Public Service of Canada. Summary of Professional Development Clauses Contained in Canadian Teachers' Federation Contracts as of September 1975. Ottawa: Professional Institute of the Public Service of Canada, 1975.

Summarized in table format is the report entitled "Professional Development Clauses of CTF negotiated agreements as of September 1975" (educational and sabbatical leave clauses, the Professional Development Fund and Selection Committees).



Recommendation on the Development of Adult Education. Ottawa:  
Canadian Commission for UNESCO, 1976.

The recommendation sets forth principles, definitions, objectives and strategies for adult education. Included are comments on content, method, structure, teacher competency, the relationship of adult and youth education, adult education and the world of work, and financing.

Regierung der Bundesrepublik Deutschland. Bericht der Regierung der Bundesrepublik Deutschland gemäß Artikel 22 der Verfassung der Internationalen Arbeitsorganisation für die Zeit vom 30. November 1977 bis zum 31. Dezember 1978 über die zur Durchführung des Übereinkommens über den Bezahlten Bildungsurlaub, 1974, getroffenen Maßnahmen, dessen Ratifikation am 30. November 1976 eingetragen wurde. Bonn, March 7, 1979.

This report by the government of Germany examines federal and provincial provisions for paid leave of absence for educational purposes.

Rehn, Gosta. "For a Free Choice in Working Life", ILO Information, vol. 14, no. 1, (1978), p. 3.

\_\_\_\_\_. "Towards Flexibility in Working Life", University Quarterly, vol. 2, no. 3, (Summer 1974), pp. 276-286.

In these articles, the author describes, in general terms, a scheme which would allow for the combining of various income maintenance plans into a common scheme of exchangeable "drawing rights". One of the purposes for which these "rights" could be used would be educational leave.

\_\_\_\_\_. "Towards a Society of Free Choice", Paris: OECD, no date.



The author stresses the need to establish a deliberate policy to promote diversification and variability (flexibility) in the regulation and allocation of time for work, study and leisure (including retirement), allowing for the greatest possible freedom of individual choice. Also examined are the financial aspects (the system of income transfers) and integration of the policy for flexibility with a policy for full employment in a balanced economy.

Report of the Royal Commission on Education, Public Services and Provincial-Municipal Relations. Volume 3. Education.  
Halifax: Queen's Printer, 1974.

Chapter 59 of the report deals with continuing education, and vocational and technical education in Nova Scotia. Recommendations include:

1. the establishment of a provincial Continuing Education Council;
2. encourage the development of continuing education by non-government institutions and organizations;
3. continuous review of continuing education programs;
4. possible adoption of the open university principle to the general field of continuing education.

"Report on the Labour Education Conference." Faculty of Extension, University of Alberta, Edmonton, Alberta, March 17, 1978.

The objective of the conference was to provide a face-to-face meeting between union and educational institution personnel to discuss:

1. the availability in Alberta of programs on labour education;
2. needs of the members of the labour market for educational services;
3. the needs, policies and constraints for cooperative programs between labour and educational institutions;
4. models for co-op programming between post-secondary institutions and unions at the local level.

Rheame, Linda. "Developments in Educational Leave of Absence", The Labour Gazette, (March 1977), pp. 126-128.

This article presents the OECD's stand on educational leave of absence and briefly outlines the different views on educational leave in Canada and Europe.

Robertson, Nickerson, Group Associates, Ltd. Case Studies on Aspects of Training Upper Skilled Blue Collar Industrial Workers - The Analysis. Prepared for the Department of Manpower and Immigration, Ottawa, 1977.

The objective of the study was to identify the problems leading to skilled blue collar shortages in Canada and to suggest alternative strategies for government support to improve the situation. The authors conclude that there is a current and growing shortage of skilled workers which is likely to inhibit industrial growth and that the lack of opportunities for skilled trades training in Canada is "disgraceful". They recommend a "massive overhaul" of training programs and argue that government leadership is essential.

Saskatchewan Department of Continuing Education. Report of Minister's Advisory Committee on Community Colleges. Regina, Saskatchewan, 1972.

This report on community colleges recommends:

1. extension of the government's financial support to adult basic education programs;
2. continual analysis of adult education programs sponsored by public and private agencies;
3. provision for training and orientation of all community college personnel.

Seaman, Don F. "Adult Education in Industry - Evidence of a Positive Approach", Adult Leadership, (January 1972), pp. 241-242.

This article briefly outlines the Futorian Company's education program beginning in 1967. It is composed of two facets - an ABE class and a GED participation program.

Der Senat von Berlin. "Gesetz zur Förderung der Teilnahme an Bildungsveranstaltungen vom 16. Juli 1970, zuletzt geändert durch Gesetz vom 17. Dezember 1976", GVBI, p. 1140 & 2820, Berlin, no date.

This document describes the main components of the Act for the promotion of participation in educational programs of July 16, 1970 last amended by the Act dated December 17, 1976.

\_\_\_\_\_. "Statistik über die Freistellung für Bildungszwecke nach dem Gesetz zur Förderung der Teilnahme an Bildungsveranstaltungen", ArbSoz IV B 2, Berlin, 1978.

This document contains statistics on the granting of educational leave under the Act for the promotion of participation in educational programs. Statistics are presented from the years 1970 to 1977 for the number of educational programs requiring approval, the number of participants in educational programs by age group, the duration of 1977 programs, the numerical relationships of the different programs, and the estimated cost to employers.

\_\_\_\_\_. Vorlage zur Kenntnissnahme, nr. 217, Berlin, Nov. 29, 1974.

This document provides statistics on:

1. the type of educational programs conducted between 1970 and 1974 under the Act for the promotion of participation in educational programs;
2. participation in programs by age group;
3. the numerical relationship between programs for occupational development and those promoting civic or political involvement;
4. estimated cost to employers;
5. qualification of teachers and government's evaluation of programs.

\_\_\_\_\_. Vorlage zur Kenntnissnahme, nr. 137, Berlin, Aug. 4, 1977.

The document provides information on:

1. the type and number of educational programs conducted between 1970 and 1976;
2. the cost of programs to employers;
3. the utilization rate of statutory educational leave rights.

Senate of Canada. National Finance. Issue no. 12. "Review of the Recommendations in the Report on Canada Manpower." Tuesday, March 15, 1977.

This is an extract from the Minutes of Proceedings of the Senate on Thursday, March 10, 1977. Included are comments on the conclusions and recommendations of the Senate Report on 38 topics such as control of expenditures on training, institutional training in industry, funding, training allowances, and the relevance of skill training to the job market.

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.National Finance. Issue no. 34. "An Examination of the Manpower Division - Department of Manpower and Immigration." March 17 to June 17, 1976.

This document is a summary of conclusions and recommendations of the Standing Senate Committee on National Finance which was authorized to examine in detail and report upon the estimates of the Manpower Division of the Department of Manpower and Immigration for the fiscal year ending March 31, 1975. Chapter 11 deals with employer's involvement in training and the Canada Manpower Industrial Training Program.

Le Service des relations collectives du travail du Ministère de l'emploi et du travail. "Les Credits d'Heures", Revue du Travail, (Octobre-Novembre 1974), pp. 505-539.

This article analyzes the various agreements dealing with credit hours in Belgium which were negotiated under the Law of April 10, 1973. The data analyzed are relevant to the situation as it existed on December 15, 1974.

Simpson, J.A. Today and Tomorrow in European Adult Education. Strasbourg: Council of Europe, 1972.

This study presents an overview of trends and possible future developments relating to adult education in Europe. It is not an exhaustive survey of adult education in all member countries of the Council of Europe. Reference is made to individual countries only in so far as they illustrate a trend that is likely to have an effect in Europe as a whole. The 15 chapters deal with such diverse topics as "Tasks Confronting Adult Education Today", "Developments Concerning Premises and Location", "The Development of Educational Technology" and "New Public and Governmental Attitudes".

Sociaal-Economische Raad. Betaald Educatief Verlof. The Netherlands: SEB, 1978.

This brochure issued by the Socio-Economical Board describes recommendations for implementing paid educational leave provisions in the Netherlands.

Sosdain, C.P. and L.M. Sharp. Guide to External Degree Programs in the United States - Spring 1977. Washington, D.C.: National Institute of Education, December 1977.

This guide is an inventory of undergraduate, degree-granting programs which are structured to permit maximum freedom to the adult student. Listed are 134 accredited or approved organizations, sponsoring, among them, 244 external degree programs.

Stager, David A.A., and Alan Thomas (et al.). "Continuing Education in Canada." A Report to the Education Support Branch, Office of the Secretary of State, July 1972.

The purpose of this study was:

1. to compile an inventory on the current state of continuing education in Canada;
2. to assess the implications of year-round operation of educational institutions and work/study programs for continuing education;
3. to determine existing and future needs of adult education;
4. to prepare projections for the major aspects of continuing education to 1980.

Data for the survey were collected from a variety of surveys undertaken by Statistics Canada, from institution reports and from private interviews.

Southern Alberta Institute of Technology (SAIT). "Operations Manual: Employee Development." August 1978.

This manual outlines the regulations, procedures, courses and different types of leave which are encouraged by SAIT.



"State Study Assistance in Sweden." Sweden: Swedish Ministry of Education and Cultural Affairs, July 6, 1978.

This report outlines the state study assistance in the form of student aid or study grants in Sweden.

Statistics Canada. Training in Industry, 1969-70. Ottawa: Information Canada, February 1973.

This report presents the results of a survey by Statistics Canada on behalf of the Department of Manpower and Immigration and the federal-provincial committee on the occupational training of adults. The aim of the study was to assist Manpower in making decisions with respect to the purchase of training. The Job Vacancy survey mailing list was utilized to collect data.

Statistics of Education. Further Education, Volume 3, 1974. London, England: Her Majesty's Stationery Office, 1976.

This booklet contains a list of statistics on students in establishments of further education in England and Wales in November 1974.

Stoikov, Vladimir. The Economics of Recurrent Education and Training. Geneva: International Labour Office, 1975.

This book is a World Employment Program (WEP) study on education and employment in which the author attempts to evaluate, from the point of view of equity and efficiency, a structure of education that is proposed as an alternative to existing, mostly sequential, systems of education.

Striner, Herbert E. "Investing to Upgrade the Labor Force", Business Week, (March 13, 1978), p. 16.

In this article, the author argues that the United States should follow the example of West Germany and develop a program for continuous training and retraining to combat unemployment.



"A Study for Continuing Education for Municipal Engineers - Phase Two: Guidelines for Action." Prepared for the Municipal Engineers Association by Lionel D. Feldman Consulting Ltd. and Urban Design Consultants, Toronto, October 1975.

The purpose of the study was to test the validity of the general attitudes expressed in the Phase One survey, to establish a detailed base of information upon which program policies would be developed, and to interpret these findings to provide recommendations to guide future activities of the MEA in continuing education. The Appendix to the report includes a copy of the interview schedule utilized and a description of the methods used in selecting the samples.

"Study Leave in Belgium: Towards a Reappraisal", European Industrial Relations Review, (November 1977), pp. 7-9.

This article examines the basic provisions of Belgium's 1973 Act granting study leave to workers with a view to their social advancement as supplemented by various Royal Decrees during the past four years.

Swedish Ministry of Education and Cultural Affairs. Educational Leave of Absence in Sweden. Report submitted to OECD/CERI, 1976.

This report delineates the origin of interest in educational leave of absence, conditions of eligibility and financing, and recommendations of the FÖVUX (Committee on Methods Testing in Adult Education) and SVUX (Committee on Financial Aid to Adult Students) Committees.

Swedish Public Research. To Evaluate Labour Market Policy. Stockholm, Sweden: EFA, 1974.

The aim of this report is to present and discuss some of the research undertaken by the Expert Group for Labour Market Research (EFA) at the Ministry of Labour and Housing. Four research projects were undertaken:

1. the economic consequences of immigration to Sweden;
2. the social costs and benefits of manpower training;
3. economic and social effects of geographic mobility;
4. information transfer between the Employment Services and individuals and firms.

Task Force on the Community College. Towards a Learning Community:  
Working Paper on the Community College in British Columbia.  
Victoria, B.C.: Department of Education, March 1974.

This Task Force Report suggests a series of recommendations to improve the financing of continuing education in B.C. and also the establishment of a provincial Continuing Education Advisory Committee. The report also suggests the initiation of a feasibility study of worker study-leave plans and the active promotion of professional development for college instructors.

Thomas, Allan M. "Paid Educational Leave." Address at the Awareness Conference on Paid Educational Leave, Simon Fraser University, Burnaby, B.C., May 1978.

In this address, the speaker outlines the growing literature on Paid Educational Leave (PEL) and describes educational leave practices in Europe. He notes that any major PEL scheme must keep in mind:

1. regulations governing such a scheme (e.g. time, eligibility, frequency, content) are created and managed with some awareness of the nature of human learning;
2. the individual learner should be given maximum freedom;
3. providing agencies should be required to continuously sell **their** programs to the potential student;
4. proper information about programs, students and achievements should be developed and maintained;
5. simultaneous learning initiatives on behalf of PEL should be undertaken by more than one interest group or agency.

Thomas, Audrey M. Adult Literacy in the Seventies. Ottawa: Movement for Canadian Literacy, January 1978. A report of a Canadian workshop on Adult Basic and Literacy Education, Algonquin College, Ottawa, October 27-30, 1977.

The objective of this conference on adult basic and literacy education was to examine the nature and extent of functional illiteracy in Canada.

"Time Off for Union Training: TUC Model Agreements", Industrial Relations Review and Report, no. 176, (May 1978), pp. 2-3.

This article presents a TUC model agreement on Paid Educational Leave for the training of union representatives.

Tobin, James and Leonard Ross. "Paying the High Cost of Education - a National Youth Endowment", New Republic, (May 3, 1969), pp. 18-21.

The authors argue for the adoption of a national youth endowment program in order to improve the present U.S. system of financing education and training. The article discusses the benefits and limitations of the proposed program.

Transport Canada. "Draft Proposal: Retraining and Reassignment of Air Traffic Controllers." Ottawa: Transport Canada, August 1978.

The objective of this program is to assist controllers, who are accepted into the retraining program, to undergo training to develop marketable skills for vocations in the private sector. Controllers eligible are those with ten or more years of operational service who have not reached their 50th birthday and are no longer able to meet the standards of the operational position to which they were appointed.

Treasury Board. Training and Education in the Public Service. Ottawa: General Management Division, April 1978.

The information contained in this report has been provided for 43 departments and agencies and represents the training activities of 93.8 percent of all public servants (language training is omitted from consideration). The report is intended for use by officers of the Treasury Board Secretariat and Public Service Commission who have a specific need for data of Public Service training activities, and by departmental and agency managers and trainers who require information on training activities.

Tsaklanganos, A.A. "Sabbaticals for Executives", Personnel Journal, vol. 52, (May 1973), pp. 363-366.

This article briefly traces the development of the demand for sabbaticals for executives and also includes arguments for sabbatical leave from the executive and industrial viewpoints.

United Nations Educational, Scientific and Cultural Organization.  
Committee of Experts Convened on Making Lifelong Education a Normal Part of University Life - Final Report. Paris: UNESCO, March 1978.

The objective of this conference was to examine ways of integrating lifelong education into university life. The focus of discussion revolved around the implications of lifelong education for traditional establishments of higher education in developed and developing countries. A list of conclusions and recommendations is included.

\_\_\_\_\_.Supplement to Final Report. Paris: UNESCO, May 1978.

This supplement consists of written contributions on the theme of lifelong education and its relation to the university in the following countries: Australia, Botswana, Canada, Cuba, France, Hungary, Italy, Japan, the Phillipines, Tanzania and Venezuela.

\_\_\_\_\_.Committee of Experts on Post-Secondary Education for Persons Gainfully Employed - Final Report. Paris: UNESCO, October 1976.

The objective of this conference was to exchange information on existing patterns of post-secondary education for employed persons in the Member States, and to identify areas of priority for research. The discussion focused on the problems encountered in combining work and study and the practical ways of overcoming these difficulties.

\_\_\_\_\_.Supplement to Final Report. Paris: UNESCO, October, 1976.

The document consists of written contributions prepared by the participants of the conference. These papers focus on post-secondary education for the employed in various Member States and describe measures that have been taken to further such education or to improve technical skills.

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.Consultation for the Preparation of a Study on  
Access of Higher Education in Europe. Bucharest:  
Centre for Higher Education, October 1977.

The objectives of this Consultation were to review the most important problems of access to higher education in various European countries and to suggest the plan and content of a future study on higher education in Europe. Part I of the report includes the Report on Discussions and the Working Document prepared for the meeting. The second section contains written contributions of the participants. The final section contains a bibliography covering various problems concerning access to higher education.

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.Consultation on Post-Secondary Education for  
Persons Gainfully Employed - Summary of Discussion.  
Paris: UNESCO, January 1978.

This document is a further discussion of the recommendations adopted by the Committee of Experts on Post-Secondary Education for Persons Gainfully Employed.

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.Second Consultation for the Preparation of a  
Study on Access of Higher Education in Europe -  
Summary of the Discussion. Paris: UNESCO,  
April 1978.

The main purpose of this meeting was to analyze data provided by the replies to a questionnaire on the problems of access to higher education in Member States.

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.Seminar on the Problems in Setting Up New Types  
of Higher Education Institutions and Programmes  
in Developing Countries and Regions - Supplement  
to Summary of Discussion. Paris: UNESCO, November  
1977.



This seminar dealt with the problems involved in establishing new types of higher education institutions and programs in developing countries and regions. Included in the document are a series of working papers dealing with the reform of higher education in Cameroon, Cuba, Egypt, Jordan, Mexico, Pakistan, Singapore and Venezuela.

\_\_\_\_\_. "Study Leave in 1978", Administrative Circular, no. 1027, Paris: UNESCO, March 10, 1978.

The circular outlines the principles, conditions, presentation and handling of requests for study leave for staff members. Included is a sample application for requests for study leave.

\_\_\_\_\_. "Study-time Entitlement", Administrative Circular, no. 1030, Paris: UNESCO, March 1978.

This circular includes:

1. definitions and objectives of study-time entitlement for staff members;
2. implementation of the scheme;
3. purposes and procedures;
4. submission and approval of applications;
5. justification of requests.

Included in the annex is an application for leave under study-time entitlement.

\_\_\_\_\_. Symposium on the Role of Higher Education in Lifelong Education - Supplement to Final Report. Paris: UNESCO, June 1975.

The aim of the symposium was to define the main trends in the development of higher education within the framework of lifelong education, and to formulate opinions and proposals with regard to the role of higher education in this context. The document includes a number of written papers focusing on the role of higher education and lifelong education in 17 countries.

United Nations Educational, Scientific and Cultural Organization and the International Association of Universities. Lifelong Education and University Resources. Paris: UNESCO, 1978.



This volume contains case studies on continuing education experiments in eight countries: Canada, France, Ghana, Poland, Sweden, Switzerland, Venezuela and Zambia.

United States Department of Labor. Major Collective Bargaining Agreements - Training and Retraining Provisions. Bulletin no. 1425-7, Washington, D.C.: Bureau of Labor Statistics, March 1969.

The report analyzes provisions for training and retraining of workers in 1,823 major U.S. collective agreements, each covering 1,000 employees or more. Apprenticeship and short-term familiarization clauses are excluded.

United States Presidential Task Force on Career Advancement. Self and Service Enrichment Through Federal Training. Washington, D.C.: United States Civil Service Commission, 1967.

This is an annex to the Report of the Presidential Task Force on Career Advancement which contains reports and papers on education and training programs for civil servants in public administration. Other topics include the role of the universities, continuing education, training centres, educational leave, innovations in teaching methods and the evaluation of training.

Vermilye, Dyckman W., (ed.). Lifelong Learners - A New Clientele for Higher Education. San Francisco, California: Jossey-Bass Inc., 1974.

This collection of short essays looks at a wide range of topics. Examples of specific topics are: "Education, Work and Quality of Life", "Lifelong Learning in Europe", "Corporate Role in Lifelong Education". On the more general level, groups of essays deal with ways to meet new needs, possible new methodologies on the horizon and issues in academe.

Verner, Coolie and Gary Dickinson. Union Education in Canada. Submitted to the Canadian Labour Congress and Canada Department of Labour, Vancouver, 1974.

This report summarizes and integrates a number of independent studies conducted from 1971 to 1974 concerning the educational activities of labour organizations in Canada. Topics discussed in the report include:

1. foundations of union education;
2. central labour bodies (e.g. Canadian Labour Congress);
3. educational activities of unions;
4. patterns of union education;
5. the Labour College of Canada.

Vignaud, D. "Le congé-éducation en Suede." Paris: Centre INFFO, 1979.

This memo outlines the Swedish provisions for educational leave, conditions of eligibility, remuneration, and types of training available. It also describes the methods by which information about educational leave opportunities is disseminated.

"Vocational Training in France", European Industrial Relations Review, vol. 31, (July 1976), pp. 9-11.

This article examines the legal framework governing vocational training in France and the arrangement for training made by the French car firm Renault. This firm, to a large extent, runs and finances all of its own vocational training courses.

"Vocational Training in Italy", European Industrial Relations Review, vol. 28, (April 1976), pp. 17-18.

This article outlines the nature of the changes in and the current structure of Italy's vocational training system.

Von Moltke, Konrad and Norbert Schneevoight. Educational Leaves for Employees: European Experience for American Consideration. San Francisco: Jossey-Bass Publishers, 1977.

This volume is concerned with the evolution of Paid Educational Leave programs for workers in Western Europe. The schemes are regarded in the context of labour market and social policy and not primarily as an educational venture. Countries examined include France, Germany, Sweden, Italy, Austria, Belgium, the Netherlands, Norway and the United Kingdom. Problems in educational leave policies are also examined.

Voronow, O. "Paid Educational Leave in the U.S.S.R.", International Labour Review, vol. 107, (June 1973), pp. 529-538.

In this article, the author describes Paid Educational Leave (PEL) in the Soviet Union. Topics covered are statutory provisions and provisions for general application of PEL, the financing of PEL and supervision of the application of the provisions of educational leave.

Wagg, Larry. "UNESCO Conference on Paid Educational Leave", Canadian Labour, vol. 21, (March 1976), pp. 23-25.

This article reports on the UNESCO Conference, presents the recommendations of the Conference and provides a summary of today's trends in education.

Waniewicz, Ignacy. Demand for Part Time Learning in Ontario. Toronto: Ontario Institute for Studies in Education, 1976.

This book reports the results of a survey of 1,541 Ontario residents aged between 18 and 69 which was conducted in late 1974 and early 1975. Those surveyed were not enrolled full-time in educational institutions. The purpose of the survey was to obtain information about the nature and scope of deliberate involvement by Ontario adults in part-time formal and non-formal learning activities. Characteristics of "Learners" and "Non-Learners" are analyzed as are such questions as subject areas of interest and preferences between learning methodologies.

\_\_\_\_\_. "The Participation in Learning of Three Categories of Ontario Working Adults." Informal paper published by OISE/OECA, Toronto, August 1977.

This paper attempts to provide information about the nature and scope of involvement in learning of three selected categories of working adults in Ontario (clerical and other white-collar workers, skilled labourers, unskilled labourers). The information is based on the data obtained during an OECA survey of adult learning.

Weiermair, K. "Industrial Training and Industrial Excellence: Canada's Record in International Perspective." A paper presented at the Ninth Annual Management Research Forum, Wilfred Laurier University, Waterloo, Ontario, September 30, 1978.

This paper provides a brief overview of industrial training in Canada. It also deals with the relevance and importance of industrial training for the achievement of industrial excellence and provides a comparison of the extent and modes of industrial-type training in West Germany and Japan.

Williams, Gareth. Towards Lifelong Education: A New Role for Higher Education Institutions. Paris: UNESCO, 1977.

The author argues that universities and colleges have in the past adapted to various new social demands without yielding their role as institutions of higher education. Included is a short survey of the adaptation of higher education to lifelong education in 24 countries.

Wilson, Gordon, "UAW Programme of Paid Educational Leave", Canadian Labour, (December 1977), pp. 28-31.

This article describes the origin of Paid Educational Leave and provides a detailed explanation of the mechanics of the UAW program of Paid Educational Leave.

Wirtz, Willard. The Boundless Resource: A Prospectus for an Education-Work Policy. The National Manpower Institute, Washington, D.C.: New Republic Books, 1975.

This prospectus provides detailed and practical suggestions to private and public policy-makers on manpower and education planning. The report also includes a review of existing adult education in the U.S., possibilities for developing education and work as more closely coordinated functions, and the implications of an education-work policy for women, minorities and older workers.

Wong, H.C.B. A Comprehensive Guide to Alternative, Nontraditional Degree Programs in Canada, the U.S. and Abroad. Vancouver, B.C.: Ambitman International Services, 1978.

This guide provides detailed information, including mailing addresses, about the alternative degree programs offered by many well-known universities and colleges. The alternative aspect of education is different from traditional education inasmuch as it grants credit for examinations, life experience, independent study, seminars, field studies and correspondence courses.

Young, A. "Special Labor Force Report - Going Back to School at 35 and Over", Monthly Labor Review, (December 1975), pp. 47-50.

This article outlines the reasons why adults return to school and provides statistics on college, elementary, secondary and vocational school enrolments.

Ziderman, Adrian. "Costs and Benefits of Adult Retraining in the United Kingdom", Economica, (November 1969), pp. 47-50.

In the first section of the paper, a framework within which the over-all economic benefits of Government Training Centres (GTC) may be appraised and a discussion of the methodological difficulties involved are outlined. The second section presents a preliminary cost-benefit calculation of these net benefits, based largely on data derived from the Estimates Committee report in the United Kingdom.

Zsigmond, Z., G. Picot, W. Clark and M.S. Devereaux. Out of School - Into the Labour Force. Ottawa: Statistics Canada, August 1978.

The purpose of this study is to calculate the historical and projected changes in the manpower supply from the Canadian education system. Analyzed are trends and prospects for enrolment, school leavers and the labour force from the 1960's through the 1980's.











